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1960 Conference Theme:

- ▶ Dilemma in Web of Governments
- ▶ The Complete Citizen — *Editorial*
 - ▶ The Legislature Today
Harvey Walker
 - ▶ Metropolitan Areas 1960
Paul Studenski
 - ▶ New Plan for London?
L. J. Sharpe
 - ▶ Council-Manager
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News of the League

1960 Conference Theme: Dilemma in Web of Governments

The 66th National Conference on Government will focus attention upon the exacting demands made on conscientious citizens in the United States.

From November 13 to 16 in Phoenix, Arizona, critical domestic questions facing citizens will be explored by distinguished speakers and in panel discussions and workshops involving public officials, educators and civic leaders. Throughout the discussions emphasis will be placed on the necessity of developing cooperative relationships among levels and units of government if the complex governmental machine is to operate effectively.

The nature of "complete citizenship," which is such an "exacting calling" in the United States, is discussed in the editorial on page 528 of this issue of the REVIEW. The Phoenix Conference program will dramatize how the citizen is served by and how he serves actively the several levels of government as well as how he may find his way out of the

What to Wear

Unless the usually salubrious November weather in Phoenix gets abnormal, daytime clothing should be appropriate for a temperature range of 70 to 85 degrees. It may drop in the evenings to between 45 and 60, which would call for topcoats or other wraps.

dilemma of the "web of governments" which characterizes the system.

The roster of Conference speakers includes many of the principal actors in significant efforts to clarify intergovernmental relationships involving cities, counties, states and the nation.

Former Governor Alfred E. Driscoll of New Jersey not only led the program of constitutional revision in his state but also served as vice chairman of the

(Continued on page 579)

Unlike big eastern cities, the Arizona vacation capital of Phoenix spreads outward rather than upward, with a rapidly increasing population now nearing 400,000. This is a view of the downtown area as seen by arriving air travelers.



22 Finalist Cities Chosen

Twenty-two cities ranging in size from small town Arkansas City, Arkansas, (less than 1,000 population) to the metropolis of Baltimore, Maryland, (approximately one million) have been chosen as finalists in the 1960 All-America Cities Contest.

Members of the screening committee that selected the finalists from among the 103 cities entered in the contest were: Bayard H. Faulkner, former mayor of Montclair, New Jersey, and chairman of the New Jersey Commission on Municipal Government, who acted as chairman; George H. Deming, director, Conference on Metropolitan Area Problems; Miss Betty L. Knox, member of the City Council, Hartford, Connecticut, and former president, Hartford League of Women Voters; Miss Jeanne Lowe, author and specialist on urban renewal; and Allen H. Seed, Jr., executive vice president, Keep America Beautiful.

Spokesmen representing the finalist cities will present the cases for their communities to the All-America Cities jury on November 14 and 15 during the 66th National Conference on Government in Phoenix. The jury, which will choose the eleven winners, will be headed by George H. Gallup, director

Screening Committee at work, clockwise from left: George H. Deming, Allen H. Seed, Jr., Bayard H. Faulkner, Miss Betty L. Knox and Miss Jeanne Lowe.



THE 1960 FINALISTS

Abilene, Kansas
Arkansas City, Arkansas
Baltimore, Maryland
Bloomington, Minnesota
Clayton, Missouri
Decatur, Illinois
East Providence,
Rhode Island
Galveston, Texas
Grand Rapids, Michigan
Las Vegas, New Mexico
Long Beach, California
Marin County, California
Mooresville, North Carolina
Radford, Virginia
Richland, Washington
St. Petersburg Beach,
Florida
Salem, Oregon
San Jose, California
Skokie, Illinois
Traverse City, Michigan
Tucson, Arizona
Worcester, Massachusetts

of the American Institute of Public Opinion and former president of the National Municipal League. Other members of the jury are:

Winston W. Crouch, director, Bureau of Governmental Research, University of California, Los Angeles; Mrs. Grady Gammage, president of Arizona State Division, American Association of University Women; Miss Fannie Hardy, president, National Federation of Business and Professional Women's Clubs;

Willard V. Merrihue, manager, Community and Business Relations, General Electric Company, and chairman, Effec-

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Editorial Comment

The Complete Citizen

CITIZENSHIP is a more exacting calling in the United States than it is in most other free countries. This is because of our complicated system of government.

Not only do we distribute responsibilities among more or less independent national, state and local governments, we also divide up the powers of a single government among separately elected legislative, executive and even judicial officers.

In addition, the national government and each of the states has its own distinctive constitution, while thousands of local governments have charters that display even greater diversity. Every constitution and charter imposes more or less detailed limitations and procedures on the exercise of governmental power. The interpretation of these has filled thousands of volumes with judicial decisions that make up a system of constitutional law so vast that the most studious lawyer can know only a small part of it.

As time has passed this system has become even more baffling both to the citizen and to the official eye by virtue of the growth of a more and more intricate web of inter-governmental relations. These relationships are a response to the fact that, no matter how government may be fractured and parcelled out on paper, it must achieve some unity and some consistency of purpose and direction if it is to be effective in an interdependent world.

The wonder is that, with this system to manage, American citizens do as well as they do. Surely they

can be pardoned for an occasional sense of frustration. The point is that, having for essentially good reasons saddled ourselves with an inherently complicated system of government, we have as citizens assumed the heavy obligation of carrying it successfully.

Next to the temptation to retreat into complete civic inertia, the nature of our system tempts citizens to concentrate on one level or one favored function of government to the neglect of equally important aspects or of the system as a whole. Despite the almost universal lip service to the doctrine of local self-government, the tendency in these times seems to be for more and more people to concentrate their attention, whether in love, hope or hate, on the national government.

* * *

This is noticeably true of many of those who most loudly decry "centralization in Washington." Many such people talk glibly about "turning back" functions to the states without troubling to inquire why the federal government has a hand in such functions or whether or how well the states are prepared to handle them. It should be as clear as crystal that if a substantial part of the job of government, including determination of policy on matters vitally affecting the safety, health, prosperity and general welfare of the people of the country, is to be confided to state and local governments, a substantial part of the attention of every citizen should be directed to those governments. Such

attention will pay off even in Washington. It is the only safe way to lighten the load of a central government necessarily heavily burdened by defense, foreign relations and other inescapable national obligations. In addition, it insures better selection and in-service training of the national leaders who climb the ladder of local and state politics and government.

Of course, the individual citizen by his own unaided efforts cannot comprehend the whole range of complete and effective citizenship and make his influence felt as he might wish in every part of our government. Hence the imperative need exists not only for national parties but also for other national, state and local associations of citizens that permit individuals, while specializing to some degree in their own citizen activities, to enjoy the benefit of the specialization of others with similar purposes and ideals. Hence also the need for technical assistance for citizens, technical assistance of the kind supplied by the National Municipal League in its models, guides and consultant services. Hence the need for a more specific and more elaborate system of civic education for young and old than would be necessary in a country with a simpler system and lesser obligations.

No one seriously proposes that we abandon the basic division of powers among levels and departments of government. Experience abundantly justifies the belief of the founding fathers that all power of government should not be lodged in

one place, particularly in a nation of continental dimensions and great regional differences. The very necessity which makes a starkly simple unitary government inappropriate enjoins us not to pile on needless complexities. As Woodrow Wilson once put it, the imperative need is for simplification. This is the keynote of much of the National Municipal League's program for achieving more effective and more manageable state and local government.

* * *

The council-manager plan, the short ballot, the one-house legislature, the executive budget, permanent registration are but a few examples of innovations that in the last half century have simplified and clarified the task of the citizen.

Much of the needless complexity in modern government is due to exaggerated attachments for particular functions, agencies or procedures, to the detriment of balanced, responsible, effective, over-all government. One of the great dangers of complicated government lies in the fact that there are so many nooks and crannies in which citizens can hide out from their obligations as complete citizens while happily busying themselves with matters of minor importance or questionable merit. The first obligation of one who would be a complete citizen is to resist the temptation to be only a partial or special interest citizen. Complete citizenship is a high calling, but it is one that has room for every American.

(Reprinted from NATIONAL MUNICIPAL REVIEW, October 1954.)

The Legislature Today

Major overhauling, streamlining urged to gain support and public confidence so sorely needed.

By HARVEY WALKER*

IN the course of the struggle between absolutism and popular sovereignty the British monarchs found themselves forced to consult their subjects and to win their consent to taxes and military conscription. From these humble beginnings the Parliament was born, a ready-made instrument for the expression of popular will which could even create and abolish dynasties. From this historic past we may derive the first great role of legislatures—to *secure and defend popular rights and liberties*.

The history of the American colonies is full of examples of the conflict of interest and point of view between the royal and proprietary governors and their councils on the one hand and the popularly elected representative assemblies on the other. From such conflicts the colonists learned the dangers of a powerful executive and, when the break with Britain came, the first states made their executives weak and the legislatures strong. When the dangers of a powerful legislature were revealed, however, there was a built-in antidote in the separation of powers. This theory was designed to

assure that their governments would be "of laws and not of men."

Nine score years have shown that this hope was vain. The work of government is a seamless web to the weaving of which all contribute—the voter, the legislator, the executive and the judge. We are now acutely aware that governments are made by men and for men—not men for governments. As new inventions and new insights make "ancient good uncouth" we know we must alter our institutions, however ancient and revered they may be, to accord with contemporary needs and desires. The modern role of the legislature as defender of popular rights and liberties necessitates an open mind and a willingness to consider change at the same time preserving what is truly basic and enduring in our cultural heritage.

The second role which can be discerned for the legislature in government is that of *guardian of the collective conscience*. The legislature, not the executive or the courts or even the electorate, must set the standards of public and private conduct. Not law alone but example is needed. Public morality depends upon a firm foundation in private morality and this in turn upon security in family life. Juvenile delinquency, adult crime and social disorganization all flourish where there is lack of integrity in public office.

In the early period of our history

* Dr. Walker is professor of political science at Ohio State University. He was formerly secretary of the League of Minnesota Municipalities and superintendent of the budget for the state of Ohio. Since 1951 he has been a consultant to Governmental Affairs Institute. This article is Dr. Walker's address before the National Conference of State Legislators, December 7, 1959.

legislators enjoyed an uncritical public adulation but by their errors and excesses, yes even their crimes, they forfeited this high regard. The people, in their zeal to prevent a recurrence of this breach of public trust, imposed many onerous limitations upon legislatures in state constitutions. These shackles still remain in biennial sessions, limited sessions, severely limited salaries and other devices. Slowly but surely, since the end of the nineteenth century, public confidence in legislatures has been restored. It is high time that their hands be unshackled so they can accomplish their mission. The quality of present-day legislators is distinctly superior to that of a century ago, but eternal vigilance is the price of rectitude and honor as well as of liberty.

* * *

The third role which clearly belongs to the legislature is that of *primary decision-maker*. While the executive and the judges make many decisions in the course of their daily work, all these must be made within the framework of the basic decisions enacted as laws by the legislators. Without laws creating executive departments and assigning to them the broad duties which they are to carry out, they could have no existence or function. Every expenditure is made within limits imposed by legislative appropriations. Truly, all administration and adjudication is dependent upon legislation. The legislative function is the basic one in government.

But the legislature is not above the law. It is subject in the last analysis to the desires of the electorate. All governments derive their

just powers from the consent of the governed. Every legislator is keenly aware that this consent, and its resulting authority to act on behalf of the people, may one day be withdrawn from him and some new face may appear in his place. Such realization makes legislators responsive to the honest desires of their constituents when these are based on ample information and can be ascertained. There are some who maintain that this is the whole duty of the representative. One of the basic differences between American legislators and their foreign counterparts, however, has always been their courage and independence and their freedom from slavish obedience to party discipline or to the uninformed pressure of their constituents. Integrity and unflinching devotion to the public interest demand no less.

Contrary to popular impression, modern lawmakers are not so much lawgivers as law reviewers. This serves to emphasize the absurdity of the fiction that the member who introduces a bill is its author. This merely underlines the nature of contemporary legislation, which originates in the main with public officials of the other branches of government or with the lobby or with socially sensitive citizens who may be called social inventors. Vigilance in the public interest makes the duty of the legislator that of deciding whether or not he will sponsor a bill or whether he will vote for or against it. The guardians of the collective conscience cannot afford to lend their names to any but the best.

Those measures which successfully run the gantlet of the entry-gate still require the application of many basic

legislative skills. Among these are the reconciliation of diverse views as to the desirability of the legislation and the often diametrically opposed opinions of pressure groups and of lay and expert witnesses.

Under the American federal system, both national and state governments are guaranteed the right to continued existence by the constitution. Within the sphere of action marked out for each it is free of control by the other. The central government is one of enumerated powers. It must look to the constitution for authority for its every act. The states and their people on the other hand are the repositories of all governmental power not granted to the national government by the constitution or denied by it to the states. Reduced to these general terms the allocation of governmental powers to the nation and to the states seems simple and complete. One hundred and eighty years of experience under the federal constitution, however, have produced a somewhat different picture.

For one thing, the position of the United States Supreme Court as the final arbiter in case of dispute between the national government and the states over their appropriate spheres of action is a crucial one. Being an agency of the central government, the court has tended to favor national over state power in case of conflict. Its policy of broad construction of the grants of authority made to the central government in Article 1, Section 8, of the constitution has expanded them far beyond the meaning which they possessed when the constitution was drafted.

Of course, this policy has enabled the constitution to remain flexible in the face of new and perplexing problems without the necessity of extensive revision or even frequent amendment. But it has also rendered uncertain and changing the line between national and state authority laid out in that document. A most telling blow to state independence came with the decision of the Supreme Court that the federal government possessed full authority to tax and spend to promote the general welfare. The ultimate extension of this doctrine could result in the complete fiscal dependence of the states on the national treasury and upon congressional appropriations. It is no answer to say, as the Supreme Court has said, that federal grants may be refused. Taxes must be paid and it would be political and fiscal suicide for states to refuse to share in their benefits.

* * *

Turning to state legislative powers, it may be asserted categorically that they are nowhere enumerated. Being residual in character, they include the authority to solve problems yet unknown. The legislature does not need, as does Congress, to search for and discover a constitutional peg on which to hang its every act. Rather it need only determine: (1) that the power has not been granted to the national government by the constitution, (2) that it has not been denied to the states by that constitution and (3) that it has not been denied to the legislature by the state constitution.

In contrast with the national constitution, which contains a grant of powers, state constitutions are, in

effect, limitations of power. If the state constitution merely created a government with a representative legislative body as its sole organ, such a legislature would possess all the residual power implied by the tenth amendment to the federal constitution. When a state constitution goes on to erect executive and judicial branches, conferring on them appropriate powers, such powers are thereby withdrawn from legislative competence. When a bill of rights is added, certain powers which would otherwise be within legislative authority are reserved to the people—and so on with each article and section. The longer and more detailed the state constitution the less power and authority the legislature will possess.

The point is that state legislatures frequently find themselves without adequate authority to solve a problem because of outworn and general restrictions not intended to apply to new conditions. Detailed constitutional requirements as to governmental organization and procedure prevent adoption of new and more modern arrangements. In short, most state constitutions contain much matter which could more properly be left to legislation.

If the state legislature wishes to play the roles for which it is best fitted, continuous attention to state constitutional provisions is necessary. A complete revision, reducing the document to fundamentals so far as possible, would seem to be the first requirement. Second, if any details are kept, provision for easier amendment and revision should be made, probably no more complex than is required for adoption of a statute.

Extraordinary majorities for constitutional amendment are justified only when such documents are confined strictly to fundamental law. Third, there should be some continuing legislative committee charged exclusively with advising the legislature on needed amendments. The need for complete revision and rearrangement at periodic intervals should also be considered.

One special problem of constitutional law has offered many difficulties in years past and is still the subject of bitter controversy. This is the problem of periodic reapportionment and redistricting for legislative seats. The guardian of the collective conscience cannot afford to be unrepresentative. The defender of popular rights and liberties must begin by defending the right of each individual citizen to equal representation in the making of the laws by which he is to be governed.

* * *

The state legislature of today finds itself in a strange position vis-à-vis the governor. The constitution describes him as the chief executive but often he is also the chief legislator. This is due to many factors:

(1) His uniqueness as the head of the executive branch, which makes him a prime source of news; (2) his power of veto (which one state has had the fortitude to deny); (3) his power to send messages to the legislature and to secure wide publicity for his recommendations; (4) his exclusive power to convene special sessions (which should never have been permitted to slip out of legislative hands) and even to determine the agenda for such sessions (a lamentable violation of separation

of powers as well as a denial of a wholesome legislative independence); (5) his power of appointment to executive posts, which may be used to influence legislative action or inaction; and (6) his power to initiate the budget estimates (which few legislatures are equipped to examine with care and discrimination).

A considerable number of constitutional changes would seem to be desirable if the office of governor is to be confined to reasonable proportions in its relation to the legislative branch.

On the other hand, several changes are necessary in the legislative branch before it will be able to accept and discharge with satisfaction to the citizens some of the obligations now imposed upon the governor. First, and most important, the legislature should be just as available to the press as is the governor. Ideally, it would get more attention if it had a single head—and this would require a single house as in Nebraska. It would also require a speaker or president elected by the legislature—not one assigned to duty there like a lieutenant governor. (Incidentally, eleven states get along without such an office.) It would require more frequent sessions, perhaps quarterly. State legislative problems arise continuously, not periodically.

It would also require an adequate staff to make the legislature independent of executive information on legislative matters. More and more states are becoming aware of the necessity of this type of assistance but few have gone far enough. The staff must be technically competent; it must have tenure independent of political considerations. This might

well be said of the whole staff of the state legislature and it would be even more feasible as well as more imperative if a continuous session plan were adopted. The technical staff must be directed by an interim group of legislative leaders in order to insure proper attention to emergent legislative problems.

The legislature must have competent budget examiners to afford it an independent critical view of executive budget estimates before appropriations are made. Likewise, the legislature should be responsible for the post-audit of all state accounts and for initiating whatever legal action may be required in order to recover illegal and improper expenditures of public funds.

* * *

Finally, the states might well follow the example of Congress, which provided in the legislative reorganization act of 1946 that each standing committee should be responsible for investigation of and supervision over the administrative agencies of the government charged with the execution of the laws normally assigned to such committee for study and report. Only by such a continuous review can the people and the legislature be assured that the executive department is carrying out the legislative intent.

The assumption of such expanded responsibilities may well require a complete reexamination of legislative organization. It may be desirable to make drastic reductions in the size of legislative bodies and clearly it would be necessary to increase compensation to a full-time basis and provide office space and

adequate clerical help for members. In the smaller states, where such steps do not yet seem feasible, some approach to them on a gradual basis would seem desirable.

Adoption of new inventions such as radio, television and tape recording of debates and the electronic registering of votes as well as new devices for reproduction of documents which would limit excessive expenditures for printing all are indicated.

Adoption of a merit system for legislative employees, with a classification and compensation plan to assure equal pay for equal work, permanence of tenure and reasonable retirement, would be desirable. In fact retirement plans are needed also for the legislators themselves such as are already in effect in several states and in Congress.

Finally, every state legislative chamber needs to give continuous attention to its rules, eliminating the archaic and obsolete, and needs to pioneer in finding ways and means of accomplishing the public business with the maximum of efficiency and dispatch as well as with the highest possible degree of public satisfaction.

* * *

The relations between the legislature and the courts are not ordinarily so intimate as those between the legislature and the governor. Yet they too require study and attention. Some state constitutions now leave the organization and jurisdiction of the courts to be determined by statute and those which do not might well do so. Experience has shown that the judiciary article of our state constitutions, where it at-

tempts to deal in detail with the court system, calls for almost annual amendment of details. How much wiser were the framers of our federal constitution, who provided merely that the federal court system should consist of a Supreme Court and such inferior courts as Congress might establish! But if expediency seems to call for detailed constitutional provisions on this subject, attention is directed to those of the constitution of New Jersey, which has merited nation-wide notice and approval.

The legislature is under a special duty to give even more attention to the budget estimates for the judicial establishment than to those for the executive branch, since they rarely are revised before submission. Special attention should also be given to establishment of provisions for judicial retirement, since this is rarely included in a general retirement system. The legislature may safely and with confidence leave to the judges the development and promulgation of the rules of judicial procedure. Many statutory provisions on this subject, which are even now out of harmony with the best practice, may well be repealed.

Several states have found useful the practice of advisory opinions. The courts will not ordinarily give them unless obliged to do so by the constitution. But the state supreme court can save the legislature many arguments and some time and money by giving such advice while legislation is pending. Consideration might well be given to the establishment of such a practice by those states which do not now follow it.

The function of the courts in examining statutes to determine their

meaning, to ascertain the legislative intent and to decide upon their constitutionality can be aided not only by such legislative-judicial co-operation as has just been described but also by careful legislative drafting. This underlines the importance of professional bill-drafting service in every legislature and the review of all proposed legislation for technical flaws at the several stages of its progress through the legislative process.

The relations between the state legislature and local governments vary widely from state to state and are rapidly changing with our burgeoning urban civilization. It is no longer possible in any state for the legislature properly to concern itself with the details of local government organization and functions. Those few state legislatures which still attempt to deal with such matters by special law are punishing themselves unnecessarily. General laws, laying down the broad outlines, should be adequate. Or, if the people approve, home rule powers may be conferred directly by the constitution to relieve the legislature of this burden. It should be enough to lay down the basic rules for incorporation, annexation, consolidation, detachment of territory and dissolution of cities, villages and towns and leave the rest to the local inhabitants. So far as has been demonstrated up to now there is no reason to feel that local citizens are not just as upright and competent to make such decisions

as state officials. They come from the same culture.

This is not to imply that there are no emergent problems in the local government area which call for state legislative action. The whole metropolitan complex calls for new and daring approaches. The state legislature must accept a leading role in finding them since the local governments involved are too close to the issues to be able to act with objectivity. Public finance is a troublesome area. In England the national government is shifting its emphasis from grants to local governments for specific purposes to block grants which are not earmarked. New York has made some progress in this direction.

* * *

To summarize, the role of the legislature in state government is threefold: (1) To serve as the defender of popular rights and liberties, (2) to serve as the guardian of the collective conscience and (3) to serve as the primary decision-maker. In order to do these tasks adequately, the legislature is in need of much overhauling. It needs to strike off the shackles imposed by state constitutions, streamline its own organization and procedures and improve its position vis-à-vis the other two branches of state government. Only by the development of strong leadership and by bold, wise action can it merit the support to which its great mission entitles it.

Metropolitan Areas 1960

Voluntary cooperation not sufficient; areawide government is needed for selected functions.

By PAUL STUDENSKI*

EDITOR'S NOTE.—This is the second of two articles by Dr. Studenski dealing with metropolitan area problems. The first appeared in the REVIEW for October.

IN the treatment of service problems of metropolitan areas, the purely local approach cannot provide a full solution. It must be supplemented by state and federal action.

This is true, first of all, in the field of metropolitan transportation. Planning and construction of metropolitan highways and control of traffic are not of concern only to the inhabitants of metropolitan areas and their local governments. They are of vital importance also to the state and nation. Their care and financing should be a joint responsibility of all three levels of government.

The same holds true of railway commuter service in metropolitan areas but all three levels of government seldom recognize their responsibilities and take proper action. They frequently take the unrealistic view that the maintenance of railway commuter service is the private responsibility of the railroad companies. Governments fail to recognize that their policy of subsidizing highway trans-

portation has had much to do with the diversion of the commuter from railroads to highways, with the consequent deterioration of railway services. This is a public calamity with the correction of which they must concern themselves.

There are some signs, however, of an impending break in this shortsighted attitude, at least on the part of state and local governments. New York State, New Jersey and Connecticut are considering a program of subsidization of railway commuter service in the New York metropolitan area. There is no evidence of any like change in the attitude of the federal government. But it must take place there too before long.

Purely local action is similarly inadequate in providing and financing metropolitan facilities in the fields of civil defense, public health and hospitals, control of water and air pollution, public recreation, maintenance of museums, libraries, botanical and zoological gardens, slum clearance and housing development, and of certain metropolitan types of higher education. In each of these fields, local action and financing should be supplemented with state and federal aid. Where it is already so supplemented, this should frequently be done more extensively and in a more coordinated way.

The states should develop consistent policies for services and grants-in-aid in metropolitan areas

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and for the better coordination of them with federal and local services, federal grants and locally provided resources. Where a metropolitan area lies in two or more states, such state policies should provide for appropriate cooperation.

Congress should similarly develop and enact a national policy for a more integrated organization of federal services and grants-in-aid in the country's metropolitan areas and for coordinating them with related state and local services and financing.

There is much talk today about the supposed potency of voluntary intermunicipal cooperation on the common needs of urban and suburban populations. It is contended that the self-interest of local governments will produce agreement among them on a common line of action.

Actually, there is no support for this contention. It flies in the face of experience over the past 110 years. This experience shows that agreements among municipalities which are satisfactory over time are rare. Each locality seeks to include in the arrangement some features which would benefit it especially and to exclude any that might be of special benefit to the others. Even after the agreement is consummated and the joint undertaking is put into effect, dissatisfaction often develops among some of the participants.

There is no reason to believe this expedient would operate more smoothly in the future than it has in the past. Voluntary intermunicipal cooperation never can be more than a mere subsidiary device in a program in which other factors play the dominant role, or more than a stepping stone or preparatory ground

for an effective and permanent program.

Voluntary intermunicipal cooperation will certainly not solve the acute fiscal problems which face both the central city and the suburbs. No agreement is likely ever to be consummated by them on a simultaneous imposition of a substantial general sales tax, personal income tax or other highly productive non-property tax. Unless a remedy is sought outside the field of voluntary intermunicipal cooperation, local communities in a metropolitan area will continue to suffer great fiscal discomfort.

* * *

The doctrine that any proposal for a major organizational alteration in a metropolitan area must have the acquiescence of all or nearly all the local governments affected in order to be adopted rests on no valid ground. It makes the error of placing the interests of the individual locality above those of the metropolitan community as a whole.

The act of voting by localities as voting units on any proposal for the unification of government in a metropolitan area introduces a divisive element. It prompts the inhabitants to consider it first from the point of view of the special advantages which they as members of their particular communities may obtain and only secondarily from the point of view of the advantages which they as members of the metropolitan area may be able to get. It leaves the door wide open to the defenders of the *status quo* by appealing to the prejudices of certain groups which stir up enough opposition in enough locali-

ties to defeat it. For this reason the method of voting on proposals by localities counted as voting units is generally favored by the defenders of the *status quo* and just as generally opposed by people favoring a major alteration in the existing metropolitan setup.

Experience shows that wherever proposals have been voted by localities considered as voting units they have frequently been defeated. This was the fate of the Pittsburgh plan of metropolitan integration of 1929 and of the Cuyahoga County (Cleveland) plan of 1935.

It seems clear that if we are to make headway with comprehensive unification of government in metropolitan areas, we must not make adoption procedures so difficult as to make its realization impossible. The voting plan must be adapted to the conditions of the area. It may need to recognize certain regional groupings, such as the population of the central city and that of all its suburbs taken together or, in the case of interstate metropolitan areas, the populations of the different state sections, and call for the approval of the proposition by a majority vote in each such grouping.

* * *

Discussions of metropolitan area problems by local citizen groups and even by some scholars are often permeated with a dread of any suggestion for creation of a so-called "supergovernment." This term is used to designate any governmental entity which may exercise superior jurisdiction to that possessed by the area's local governments. It is applied not only to proposals for crea-

tion of federated metropolitan governments but also to those for enlargement of the powers of the existing county government. Even proposals to create a consultative body of heads of the constituent municipalities are spurned on the ground that they may "lead to" establishment of a supergovernment. So great sometimes is this fear that any one wishing to be heard upon the subject by citizen groups must assert first that he is not coming with any proposal for creation of a "supergovernment." The slightest violation of this agreement may cause him to be branded as a visionary unworthy to be heard.

It is quite understandable why local officials and politicians—and in multi-county areas county officials and politicians—should feel sensitive about discussion of such proposals inasmuch as adoption of them might cause loss of prestige and power. But why should citizen groups and scholars avoid discussing them?

The truth of the matter is that the basic organizational problems of many of our metropolitan areas cannot be solved effectively without creation of some type of governmental superstructure. Socially and economically these areas are superentities. Why should they not be such politically and administratively? Establishment of some type of unified governmental superstructure would help make their political and administrative phase as unified as is their social and economic phase, thus bringing the two into harmony and putting an end to the present "split personalities" of our metropolitan areas.

The federated and the county-

based types of metropolitan government do not violate the principle of home rule. They reassert it. They establish local government in metropolitan areas on a far more effective plan than exists today under decimated and disunited government.

But whether or not the creation of such governmental superstructures will accomplish these results, the case for or against their creation should certainly be subjected to a thorough airing. If such proposals are visionary they will fall of their own weight and no harm will have resulted from their discussion and analysis; but if they should prove practical, their examination will have been in the public interest. I am ready to maintain that such proposals are not visionary but that in many areas, and eventually perhaps in all, they would be eminently practical.

* * *

The practicability of such plans is well attested by the successful operation of the Toronto (Canada) area setup. So successful has been its operation for the past six years that citizens look back with wonder as to how they could have lived without it for so long. Frederick Gardiner, chairman of the Toronto Metropolitan Council, in his annual report of January 12, 1960, recounts the remarkable accomplishments brought about under this new form of government. He says:

In six short years the face of the city has changed. . . . [These achievements] exemplify what can be accomplished when a number of locally autonomous municipalities are hitched together as a team to provide what is required. . . . The invention of this metropolitan city was not something

which was accomplished in a few years. . . . We were finding out by actual experience and not by theory what a metropolitan area is. . . . It became plain for all to see that the cities needed the suburbs and the suburbs needed the cities and that neither could be isolated from the other.

Two factors seem to have brought about Toronto's federated organization: the imagination of leading citizens who favored the idea and the intervention of the provincial legislature which ordered it into effect despite the fact that certain localities did not favor it. Today there seems no doubt in the mind of any responsible citizen group in the area as to the essential soundness of that plan.

What was done in the Toronto area can be done in any other if the same two factors are brought into play—local citizen vision and true statesmanship on the part of the state or provincial government. Surely, these two factors cannot be permanently lacking in most of our metropolitan areas and their states. Nor can the federal government remain aloof from the nation-wide problem of organizing effective governments in metropolitan areas.

Those who insist that proposals for a federated government for a metropolitan area are visionary should visit Toronto to ascertain whether the plan works or not; and those who insist that proposals for the conversion of the county into an effective metropolitan government are impracticable might have a look at the unfolding experience of Metropolitan Dade County (Miami), Florida.

Let me indicate the steps by which

a federated system of government for a metropolitan area could be brought about. I shall take as an example the largest and most complicated metropolitan area of all—the tri-state area in and around New York City—and outline a set of hypothetical steps by which such a government may be established, and then pose the question as to whether these conditions and steps are wholly unrealizable.¹

* * *

I shall begin with the assumption that a group of citizens in the New York, New Jersey and Connecticut metropolitan area has addressed a petition to the Metropolitan Council of New York to study a proposal to create a "New York Tri-State Metropolitan Corporation" for the performance of selected area-wide metropolitan functions; that the council has made the study but reported unfavorably on it; and that the citizen group, not satisfied with this rejection of its proposal, appealed to the governors and to the legislative leaders of the three states to appoint a commission of citizens who are not local officials to make such a study. The governors and the legislative leaders

have found this request reasonable and, after conferring with each other, have created such a commission, appointing to it some of their ablest and most broadminded citizens from the three state sections of the area.

I shall assume next that, after careful study, this commission has reported to the governors and legislatures that such a plan is both feasible and desirable and that steps should be taken to put it under way and that they have, furthermore, outlined the procedure by which this might be done. I shall assume that this procedure entailed: (a) Adoption by the three states of constitutional amendments permitting the creation of such a tri-state government corporation; (b) consummation by the three states, with congressional approval, of a compact incorporating the tri-state area and specifying the mode of its government in general terms; (c) election by the people of the area of a tri-state charter commission composed of representatives from the three sections in numbers proportionate to their populations; (d) preparation of a charter for a federated government; and (e) ratification of the charter by a majority vote in each one of the three sections.

I shall further assume that the proposed charter will provide for: (a) A legislative body for the area composed of representatives elected within each one of its sections on a proportionate population basis; (b) an executive elected by the voters of the area considered as a unit; (c) investment of the metropolitan government with adequate administrative powers for the discharge of

¹ In "New York Area Still Stymied" (NATIONAL MUNICIPAL REVIEW, May 1954, page 235) the author reviewed the forces which were holding back creation of some type of federated or dual metropolitan government in this area. He concluded that "before any such comprehensive solution could be seriously attempted, some type of informal consultative assembly of the representatives of the constituent communities would have to be instituted." Such an assembly has since been created, the Metropolitan Regional Council, but this council so far has shied away from any proposal for such a comprehensive solution.

essential metropolitan functions as well as with adequate powers for financing them; (d) continuance of the existing county, city, town, village and borough governments with many of their existing powers for the discharge and financing of their local functions left undisturbed; (e) a procedure for consideration of the proposed charter in a manner that will give all interested groups an opportunity to examine it and to make their judgment felt while the charter is still subject to adjustment; and finally (f) a procedure for the ratification of the charter by a vote over the entire area counted as a unit.

I shall assume next that the charter has been ratified and that the limited purpose government provided by it has been set up; that this government will immediately address itself to such problems as commuter transportation, traffic congestion, housing and urban renewal, water and air pollution, water supply, parks and beaches, certain aspects of public health control and the development of new sources of local revenue; that it will proceed to raise the necessary funds for its activities by a combination of property taxes and non-property tax levies as well as by the issuance of bonds; and that it will also obtain some of its funds from grants by the three states and the federal government.

Is there anything in these assumptions which is wholly beyond the realm of possibility under any conditions at any time? It seems to me there is not any. I say this even though I cannot pinpoint the man or the group in the New York area that would initiate the movement.

If one should admit that the adop-

tion of such a plan in the New York area is not impossible, then one must admit that its adoption in smaller and less complex areas might even be more possible.

* * *

Our record in the treatment of these problems has been far from perfect; some of our approaches have been unimaginative and otherwise faulty. If we wish to accomplish greater results in the future, we must strike out along new paths.

The present period of rapid growth of our suburban population not only demands more effective and speedier action on metropolitan area problems but also presents an unexcelled opportunity for starting such action. This favorable period may not last forever; it may end in another five to ten years, just as other such periods have ended. We must not lose time in putting new and promising approaches into effect. If we lose the opportunity for doing so, the continued growth and prosperity of our national economy will be impaired. If, on the other hand, we should seize this opportunity and institute more effective solutions now, our economy will grow and prosper as it has never done before.

It is difficult to envisage any more potent contribution to the continued growth of our national economy than that which would be afforded by the unification of government in our metropolitan areas and by the reordering of the whole pattern of our urban, and indirectly also of our rural, life which such unification would make possible.

(Continued on page 548)

New Plan for London?

Social scientists study metropolitan problems, make sweeping recommendations to find solution.

By L. J. SHARPE*

THE Greater London area is unique among large cities in Britain in that its local government is administered for the most part by a two-tier system. Nearly all the area is embraced by a top-tier comprising the whole of the counties of London and Middlesex and parts of the counties of Essex, Kent, Surrey and Hertfordshire which lie beyond and embrace the remainder of the built-up area as well as rural tracts. There is, in addition, a lower tier of 103 boroughs and districts.¹ The only exceptions to this two-tier structure are the three county boroughs of West Ham, East Ham and Croydon which are single-tier authorities.

A county borough is responsible for all local government functions within its own boundaries, whereas a county is the statutory authority for most major functions but, with the exception of the London County Council, delegates some of its responsibility for certain functions, such as education, planning, highways, and health and welfare, to the boroughs and districts. The boroughs

and districts are in addition solely responsible for certain other services including libraries, environmental health, minor roads, refuse collection and disposal and, most important of all, housing.

From the over-all metropolitan aspect, London government has never been adequate to the needs of the metropolis. In its early years, the Metropolitan Board of Works (1855-1888), which was the top tier in the first attempt at a two-tier government for the metropolis, may have been fairly adequate in terms of its area but the scope of its powers never compared with those of other large city authorities. When the London County Council was created in 1889 its area was at certain points already inadequate because of the enormous growth of the built-up area. Since then London has continued to expand at a rapid rate, but the London County Council still administers the same area so that today it has a population of three and a quarter millions as compared with a metropolitan population of eight and three-quarter millions. Furthermore, the L.C.C. shares the government of the metropolis with the five other counties, four of whose urban areas form part of the built-up area of Greater London but have remote administrative centers whose interests stretch in some cases to the coast.

The essential unity of the metrop-

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¹ In order to simplify matters consideration of the anomalous local government structure of the city of London has been omitted.

olis has remained fragmented with the result that those functions which require centralized control are shared by a number of bodies differing in their powers, functions and areas. Water supply and public passenger transport, for example, have been made the responsibility of public boards; traffic management is shared by an advisory committee, a central department and the police; responsibility for planning major highways is shared by the county councils and a central department; and main drainage and refuse disposal are the responsibility of various combinations of borough and district councils.² In short, Britain's capital, its greatest port and largest concentration of commerce and industry, is without an adequate system of overall local government.

* * *

The lower-tier administrative structure is a variegated patchwork of authorities. Local units range in population from six thousand to a third of a million, in area from six hundred to twenty thousand acres and the disparity in financial resources is even greater. Many of them are too small to cope adequately with some of their functions and others strive to administer services which can be successfully tackled only on a metropolitan basis. They bear little relation to the economic and social pattern of the metropolis and their boundaries are largely derived from a pre-urban past. The boundaries of some authorities are so narrowly drawn in terms of the

social structure of the metropolis that they are virtually socially homogeneous. The result is that many local councils are dominated permanently by one political party, in some cases with no opposition.

Since 1945 many major functions—e.g., education and health—have been transferred from the lower-tier to the county councils while the latter delegate certain powers back to the districts and boroughs. In practice, this system has proved unsatisfactory, the subordinate authority having the appearance and not the reality of power. This ambiguity creates confusion, it involves unnecessary duplication and sometimes creates bitterness. Although designed to retain an element of essentially local control and initiative, delegation has, in fact, failed to mitigate to any noticeable degree the general postwar decline in status of the lower-tier authority.

A further defect of the lower-tier system is the often arbitrary distribution of powers. The anomalous position of the three county boroughs which administer all functions within their own borders has been already mentioned. In addition, there is the curious distinction made between the metropolitan boroughs in the county of London and those outside. With one or two exceptions, the metropolitan boroughs have fewer powers than their counterparts in the surrounding area. They share, for example, their most important function, housing, with the L.C.C. and, in addition, they are denied the sop of delegated powers for other functions.

Viewed as a whole, the lower-tier authorities are too numerous, often

² Electricity and gas supply and hospitals are administered by regional boards which form part of national schemes.

too weak and have ill-defined powers. But they form an integral part of local government and unless they are reorganized on a more rational basis the whole local government system is in danger of decay.

On July 29, 1957, the Minister for Housing and Local Government informed the House of Commons that he proposed to set up a Royal Commission to examine the local government of Greater London. The commission held its first meeting, with Sir Edwin Herbert K.B.E. as chairman, in January 1958. In the course of its investigations it received a mass of written and oral evidence, mostly *ex parte*, from a host of public and private bodies, interest groups and individuals, and from a few, perhaps too few, entirely disinterested bodies.

* * *

A group of some fourteen members of the teaching staff of the London School of Economics and Political Science was formed in 1958, with Professor W. A. Robson as chairman, with the purpose of submitting evidence to the Royal Commission based on an investigation of the problem. The group presented a statement of evidence in July 1959 and oral evidence was given on two occasions in November and December 1959.³

The limits of the Greater London area under consideration were fixed by the terms of reference of the Royal Commission. This area extends approximately on a sixteen-

mile radius from Charing Cross and comprises about 846 square miles⁴ and includes the whole of the built-up area of Greater London and a part of the encircling green belt. The group entertained doubts regarding the adequacy of this area for the purpose of local government reorganization in view of the important increases in population and urban growth that have taken place in and beyond the green belt. A more adequate area would have been that of the Abercrombie Plan for Greater London.⁵ It was agreed, however, that, even within the limits of the review area, reform was desirable and indeed long overdue.

The group strongly urged the view that despite the size and national importance of London the administration of the capital is essentially a problem of local government. Underlying all the group's recommendation was the belief that a vigorous and flourishing system of local government is a fundamental part of democracy and an essential component of the British constitutional tradition. For these reasons they were equally opposed to the creation of *ad hoc* authorities for particular services or to the transfer of existing local government functions to central departments of national government.

The group concluded that the principle of a two-tier system of local government, in which London

⁴ It is in fact the Metropolitan Police District with the addition of the city of London and ten or so peripheral boroughs and districts.

⁵ See *Greater London Plan, 1944*, by P. Abercrombie. Her Majesty's Stationery Office. See also NATIONAL MUNICIPAL REVIEW, December 1948, page 592.

³ The group's oral evidence is published by Her Majesty's Stationery Office in two parts: *Royal Commission on Local Government in Greater London, Minutes of Evidence*, day 55 and day 63.

had been a pioneer, should be retained but that the existing structure and distribution of powers should be reorganized on lines more in accordance with the present and future development of the metropolis. They found two major defects of the existing system which required remedy: (1) The absence of a single authority responsible for those large-scale services which by their nature should be administered over the whole metropolis and (2) the need for strong, vigorous lower-tier authorities with clearly defined, uniform responsibilities whose boundaries relate to the pattern of life of the inhabitants.

Accordingly the group recommended creation of an elected Greater London Council to administer the following functions for the whole of the review area: major aspects of town and country planning, major highways and bridges, overspill housing, main drainage, refuse disposal, higher technological education, co-ordination of fire, ambulance and civil defense services.⁶

The group adhered strongly to the principle that all local bodies should be accountable to the public they serve. It therefore rejected indirect election by the lower-tier boroughs to the Greater London Council and favored direct election of all members of the council. This proposal would involve abolition of the aldermanic system common to most local authorities in Britain whereby a proportion of the council is elected by

the council itself. The Greater London Council should be elected triennially as is the present practice in the county of London.

In order that the Greater London Council would be able to carry out its functions satisfactorily without overburdening its members, it was proposed that there should be about a hundred council members. Since the extent of the council's functions would make considerable demands on members' time, it was proposed that they should receive a salary so as not to restrict membership solely to those in a position to give voluntary daytime service.

* * *

An over-all metropolitan authority on these lines would be well suited for providing unified control for each of its functions and in particular for that coordination of town planning with related services, such as housing, highways and traffic management, which in Greater London has been so conspicuously absent in the past. Responsibility would be firmly placed in a single elected body, thus providing a political focus which could foster the civic consciousness of the electorate. This new structure would be an improvement in terms of local democracy and would simplify necessary cooperation with existing *ad hoc* bodies such as the London Transport Executive (responsible for most public passenger transport within the review area) and the Metropolitan Police.

The research group's solution for the other major defect of local government in the metropolis—the need for strong lower-tier authorities—is creation of “most purpose” authori-

⁶ Consideration of the appropriate authority for the administration of police and water supply was specifically excluded under the terms of reference of the Royal Commission.

ties. These would be complementary to the Greater London Council and would administer all those services for which there was no overwhelming case for metropolitan-wide administration.

In determining the optimum size for such an authority a balance of advantage had to be struck between the competing demands of a number of criteria. These included existing local loyalties, the nature of the functions the new authorities were to administer and the need for their efficient performance, and the social and economic character of the particular area.

Importance was attached to the need for insuring that lower-tier authorities had sufficient scope and adequate resources to attract and pay for staff of high caliber. Equally, there was the need for a fairly high minimum population to make feasible as wide a variety as possible of the more specialized services. In addition, some attention was given to relating the boundaries of the new areas to the pattern of service areas and the need to achieve social balance in order to attain a workable two-party system on the council. The group was firm in its rejection of the practice of delegation except in those cases, such as town planning and highways, where it was clearly unavoidable.

With these factors in mind the research group concluded that each new lower-tier authority should have not less than 250,000 population. Two alternative schemes were devised—one involving creation of 24 boroughs, roughly within the population range of 250,000-450,000, the second requiring creation of six metropoli-

tan counties of one million to one and a half million population.

Underlying the 24-borough scheme was the belief that although it was essential to strengthen existing lower-tier authorities by enlargement, it was of equal importance that they also be accessible to the inhabitants and responsive to their needs. It was felt that in an area in which the population was much in excess of 450,000 the authority tended to be too remote. There was in addition the need to respect and reinvigorate existing local loyalties. In order to fulfill this latter requirement, alteration of the existing structure was kept to a minimum so as not to submerge completely existing traditions and allegiances.

* * *

Each of the six counties under the county scheme is wedge shaped, formed by radial lines stretching out from the central business district. By this method the old congested residential and industrial parts of inner London will be "married" to the new suburban areas of outer London. This will achieve considerable social and political balance and help the authority to tackle problems of redevelopment and housing. In addition, areas of this design follow the main lines of communication along which both the long-term and diurnal population movements occur, and they correspond to some extent with the lateral boundaries of existing counties. This scheme also envisages the possibility of a third tier of urban parishes as a check against overcentralization and to provide a forum for public service.

The group defined a central area for special administrative treatment.

This area has an enormous influx of daily workers and visitors. It is also of unique importance as the cultural and government center and the home of numerous national institutions. For these reasons responsibility for town planning, highway functions and concurrent powers for traffic management and parking will be retained by the Greater London Council. As defined, this area is larger than the central business district so as to accommodate the district's possible future growth. It extends on both banks of the Thames and includes the whole of the city of London and the metropolitan boroughs of Westminster, Holborn and Finsbury, and parts of some others, covering an area of seven thousand acres with a nighttime population of 350,000.

* * *

To summarize briefly the group recommends:

1. Creation of a salaried, directly elected, Greater London Council responsible for those functions for which there is an overwhelming case for metropolitan-wide administration. Such services would include the larger aspects of town planning, major highways, overspill housing, traffic management, refuse disposal, main drainage and others.

2. Creation of a second-tier of strong "most purpose" authorities to administer the bulk of local government functions. These may take one of two forms: (a) 24 Greater London boroughs with an approximate population range of 250,000 to 450,-

000, or (b) six metropolitan counties based on radial sectors of between one million and one and a half million population with a subordinate tier of urban parishes.

3. Recognition of the special character of the central area of the metropolis by placing certain of its services under control of the Greater London Council. These would include town planning and major highways with concurrent powers for traffic management and parking.

METROPOLITAN AREAS 1960

(Continued from page 542)

To summarize, if in this endeavor to find a solution for metropolitan area problems we shall continue to travel the low road of purely local action, of continual surrender to conformity, of persistent adherence to old shibboleths, of nightmarish fears of "supergovernments," and of continued tinkering with minor aspects of the problems, we shall get nowhere.

But if we should take the high road of combining state and federal action with local action and of resorting to bold and imaginative measures looking to creation in our metropolitan areas of some type of unified governments built on the principle of federalism, and if we should move forward on that road in a resolute manner, we may have a chance of success. What more can any society operating in this uncertain and disturbed world of today ask for any of its worthy undertakings than a chance for its success?

News in Review

City, State and Nation

H. M. Olmsted, Editor

Council-Manager Total Now 1734

Fourteen Places Added, Battle Creek Largest

WITH the addition of fourteen cities and towns, the total number of council-manager places in the United States and Canada becomes 1,734.

BATTLE CREEK, MICHIGAN, (1950 population 48,666) adopted a council-manager home rule charter on September 27 by a vote of 4,424 to 2,108. It supersedes the commission plan. As drafted by a charter commission authorized by the voters in 1959, the charter establishes a council of seven elected at large, which in turn chooses one member as mayor and employs a city manager.

KILGORE, TEXAS, (9,638) voted 509 to 115 on September 13 for a council-manager home rule charter. Government by a mayor and two commissioners under general law is superseded by a commission (council) of five, including a mayor, elected at large but for specific numbered positions. The present commission continues until the municipal election of April 1961. It has designated as manager the city secretary who has had certain managerial duties.

JUNEAU, ALASKA, (5,956) voted 775 to 676 on October 4 to adopt a council-manager charter to become effective October 10. On the same day WRANGELL, ALASKA, (1,263) also adopted a council-manager charter, 274 to 51, to take effect January 1, 1961.

ATHENS, TEXAS, (5,194) by a vote of 760 to 136 on September 10 adopted a council-manager home rule charter. Four new council members were elected at the same time, bringing the council membership up to seven, one member

being chosen as mayor by the group. The director of public works was empowered by the council to direct the city's affairs until a city manager is engaged.

On October 18 OXFORD, OHIO, (6,944) voted 678 to 173 to adopt a charter providing the council-manager plan.

LEBANON, OHIO, (4,618) on October 4 adopted a council-manager charter by a vote of 654 to 260.

LOUISVILLE, OHIO, (3,801) adopted a council-manager charter by a vote of 853 to 245 on October 4. It becomes effective January 1, 1962.

The International City Managers' Association announces the addition of six cities and towns, not heretofore mentioned in this department, to its list of council-manager communities: ORANGE, CALIFORNIA, (21,334—1957); CLINTON, SOUTH CAROLINA, (7,168); the towns of FALMOUTH (4,342) and WINTERPORT (1,694), MAINE; WOODSTOCK, VIRGINIA, (1,816); ABERNETHY, TEXAS, (1,692).

In FAIRFIELD, CONNECTICUT, the Republican town committee recommends a town manager form of government.

In ROCKY HILL, CONNECTICUT, a charter study commission rejected the selectmen's recommendation to alter the proposed town charter so as to include a council-elected president form of government instead of the manager plan.

After nine months of study the city council of LONG BEACH, NEW YORK, decided in September against a referendum in November on the question of changing from the council-manager to the mayor-council form of government, as had been recommended by the Democratic party leader. The first of several findings by the council was: "Near chaos and an alarming deterioration in our

financial condition resulted from our past experience with a mayor. On the other hand our city has experienced its greatest growth and the soundest economic position in its history over the past eleven years under its present form of government."

On October 11 ALBION, NEW YORK, defeated a proposal to adopt the council-manager plan.

Both the Democratic and Republican candidates for mayor in WILMINGTON, DELAWARE, have agreed that the city needs a manager or administrator—but under the mayor's jurisdiction.

VIENNA, WEST VIRGINIA, will hold an election on November 29 on adopting a council-manager charter to supersede the present mayor-council system.

The Junior Chamber of Commerce of LIMA, OHIO, is sponsoring a drive for a change from mayor-council to council-manager government. The corresponding organization in KENTON, OHIO, is considering similar action.

Voters in DOTHAN, ALABAMA, decisively favored retention of council-manager government in an advisory referendum on September 19. The vote was 2,243 to 1,660. At the same time they elected without opposition a new commissioner who had announced opposition both to the present manager and to the manager plan. Another of the three commissioners is opposed to the manager plan but has said he would abide by the result of the referendum.

In EDWARDSVILLE, ILLINOIS, Madison County Judge Michael Kinney in September ordered the city council to call an election on adoption of the council-manager plan as called for by a petition. He likewise directed GRANITE CITY to hold a similar election for which a petition had been filed. The elections must be set no sooner than 30 nor more than 120 days after the order.

In WICHITA, KANSAS, an organization called Citizens for Commission-Manager Plan has been formed following circula-

tion of petitions calling for a vote on the question of abandoning that plan and returning to the mayor-council plan. The group is reported to have the support of business, labor and civic organizations.

MIDLAND, TEXAS, voted 681 to 552 on September 10 in favor of a charter amendment making the position of city manager mandatory. Midland, now a city of about 62,000, has had such an officer by ordinance.

KETCHIKAN and CORDOVA, ALASKA, voted on October 4 to adopt council-manager charters. They already have that plan as provided by the optional state enabling act. The vote in Ketchikan was 551 to 450; in Cordova 148 to 25.

Toledo Conducts Large Public Relations Program

In Toledo, Ohio, the Office of Public Information and Industrial Promotion has completed its first year, marked by varied and intensive activity in publicizing that city's resources and advantages. It is headed by a director under the city manager.

As reported in *The American City* for October, three outstanding publicity objectives have been Toledo's downtown pedestrian mall, an annexation program and a "Know Your Community Month" focusing attention on the city's advantages for industrial development.

The pedestrian mall, an experiment last year, obtained widespread notice through the efforts of the new office and proved an effective and unusual means of advertising Toledo.

In the annexation campaign, involving an area of ten square miles adjoining the city, techniques included newspaper advertisements, a newsletter sent to business, social and community groups, radio and television announcements and interviews and also speeches and debates in the annexation area.

"Know Your Community Month" activities included ceremonial dedications of

important new structures, open house at fire stations, railroad tours on a 28-mile circuit around the city, a cartoon booklet distributed by boy and girl scouts in food stores, a concert at a municipal amphitheater, "aviation days," special exhibits at museums, etc.

AMA Conducts Urban Renewal Study

A study and evaluation of urban renewal efforts in the United States has been undertaken by the American Municipal Association with a special Ford Foundation grant. Frank P. Zeidler, former mayor of Milwaukee, and William L. Slayton, vice president of Webb & Knapp, Inc., in Washington, D. C., have been placed in charge of the study. The American Institute for Municipal Research, Education and Training, research arm of the AMA, will act as the administrative and fiscal agent for the program. It is expected to continue during 1961 and to result in analytical studies, objective critiques and constructive suggestions.

West Columbia, S. C., Rejects Merger with Cayce

Following a long period of discussion and despite favorable support by business and civic groups, the proposed merger of West Columbia and Cayce, South Carolina, was defeated in an election on September 27. West Columbia voted 985 to 214 against the merger; Cayce supported it, 647 to 228.

The West Columbia-Cayce Chamber of Commerce as well as the Junior Chamber of Commerce had strongly favored merger in place of the maintenance of two separate governments in the adjoining communities. A professional survey made under the chamber's auspices pointed out many advantages of a merger. A council-manager government was proposed for the combined city; Cayce is already under that plan.

Hawaii and Honolulu Revamp Governments

Both the new state of Hawaii and the city and county of Honolulu, where four-fifths of the state's population reside, are in the process of revamping their governmental structures. This process for the state is in accordance with legislation adopted in 1959,¹ following admission to statehood, while for Honolulu it is in conformity with a home rule charter granted in the same year.

Under territorial status the appointed governor normally selected the person whom Washington would subsequently name as secretary; other territorial department heads were appointed by the governor, most with senatorial consent. There was thus no person in the executive branch in position to challenge the governor who did not owe his office to gubernatorial favor.

Except for the state's lieutenant governor, who is now elected like the governor from an islands-wide constituency but to whom the constitution mandates no specific powers other than to serve in lieu of the chief executive, this dominant position of the governor has been retained under the state constitution. Unlike a majority of the states, no other state executive officer is to be elected. In addition, the position of the governor has been strengthened by constitutional prohibition of boards to direct the work of executive departments, except in the areas of education and natural resources. Each man who heads a department will receive an appointment whose term expires with that of the governor, so that the past informal practice of a new governor requesting courtesy resignations of incumbents on his coming into office need no longer be followed.

The governor's ability to exercise effective oversight over state administration is also facilitated through other

¹ See the REVIEW, MARCH 1960, page 137.

devices. The over 80 state departments, boards and bureaus had to be grouped according to major purposes into not more than twenty principal departments within a period of four years; already the state legislature has designated the framework for eighteen such departments and for most of them the first phases of reorganization have been put into effect.² Besides thus shrinking the governor's span of control to manageable dimensions, the planning, budgeting, personnel, legal and accounting agencies working in close staff relation with the governor's office have been continued and the governor's administrative arm has been strengthened by creation of a new constitutional officer, the state's administrative director, who serves at the governor's pleasure.

Approximately the same changes are occurring in the government of the city and county of Honolulu under its new charter. The impact of the charter on Honolulu's government, however, is far more dramatic, for it represents an abrupt shift from a weak-mayor to a strong-mayor form of government. The year 1961 will see the abolishing of the elected offices of auditor, sheriff and treasurer, and the clerk will henceforth look to the city and county council for his selection. This leaves the mayor as the sole executive officer chosen through election.

As in the case of the state, single department heads' terms of office will be coterminous with that of the mayor. He too will be assisted by a managing director accountable to him but, unlike the ambiguous role of the state's administrative director, the administrative code of the city and county has placed most line agencies under the direct supervision of Honolulu's managing director.

Relatively few boards and commissions are provided for under the charter, and

even fewer agencies will continue to function outside the ken of the mayor's administrative oversight. By lengthening the mayor's term to four years, increasing his budgetary powers and making administrative planning imperative through requiring a six-year capital budget, the mayor will be enabled to exert strong direction over the operation of Honolulu's government.

The extreme centralization which has long characterized government in Hawaii is bound to be reexamined in light of these administrative changes. One of the reasons for the seemingly irresistible centripetal movement of functions to the territorial level of government in the past has been the alleged administrative inefficiency of local government in Hawaii. The new structure provided by Honolulu's charter is designed to negate such condition. Possibly presaging a new approach to the allocation of functions, the state legislature in passing the state reorganization act provided for the transferring of a golf course, currently being run by the state fair commission, to the city and county's jurisdiction.

This first step toward decentralization may prove to be the last, however, as the same legislature wrestled with but failed to resolve the problem of relocating the police and liquor commissions and the administration of the property tax. The former two are state-appointed but locally operated agencies, while the latter is now wholly a state function.

The tide in the Islands which is running in favor of administrative integration may pull with it a readjustment of functions between state and county, but it is still too early to determine if Honolulu's refurbished government will not only wear an administrative "new look" but also encompass an expanded scope of powers.

NORMAN MELLER

University of Hawaii

² In 1962 the number of principal departments will be further reduced to seventeen through the consolidation of two departments.

New Jersey Governor Asks Legislative Reforms

Governor Robert B. Meyner of New Jersey, in addressing the annual meeting of the New Jersey Constitutional Convention Association, proposed various constitutional changes as to gubernatorial appointments, legislative apportionment and other matters.

He stated that the state constitution should be amended to require the Senate to confirm or reject a nomination from the governor within a specified time or else to allow him to make interim appointments when the Senate does not act within a specified time.

He declared that the Senate's Republican majority refuses to permit an official end to the legislature's sessions each year, thus preventing the governor from making interim appointments. The Senate adjourns for months at a time but on an ostensible basis of meeting every three days. The governor charged: "On each of these specified dates one member of the Senate supposedly appears, declares the lack of a quorum and adjourns to the next date specified." This practice has the further effect of preventing special sessions, and is contrary to the ideal of reasonably short but concentrated regular sessions.

Governor Meyner also urged effective constitutional provision for reapportionment of the lower house, which has not been done since 1941 although the legislature is directed by the constitution to do so every ten years. He also stated that the 1947 constitution requires the legislature to establish rules of conduct for administrative agencies and for removal of county and superior court judges but these requirements have not been observed.

N. Y. State Officials Meet For Better Management

A management institute, attended by 40 New York state executives, met for

three days this summer and explored ways of improving public services through better management methods and the development of managerial talent among state employees. It was held under the auspices of the Governor's Sponsoring Committee for the Public Administration Training Program, with the assistance of the Department of Civil Service. Leaders of the sessions were taken from the state government and from private industry.

Oklahoma Defeats Apportionment Plan

Three initiative measures advocated by Governor J. H. Edmondson were defeated by large majorities in Oklahoma at a special election on September 20. These included a proposal to relieve the legislature of the duty of reapportionment, which has been neglected ever since statehood was granted to Oklahoma in 1907; the duty would pass to a special commission. The basis of apportionment would remain as in the state constitution, except for membership increases from 44 to 48 in the Senate and from 120 to 125 in the House of Representatives. The present constitutional basis for apportionment purports to be population but in the House no county may have more than seven representatives and any county having half the apportionment ratio is allowed one representative.

The governor's plan, which would have forced a reapportionment with benefit to the more populous counties, was well supported in Oklahoma City and Tulsa, but lost in 74 of the state's 77 counties, the total adverse vote being nearly twice the favorable vote.

Late in 1959 Oklahomans for Constitutional Representation, an organization formed by the League of Women Voters and some 30 other groups, circulated an initiative petition for reapportionment but refrained from seeking a vote until the fate of the governor's proposal had been decided.

At the September 20 election two other proposals by the governor were defeated by somewhat greater margins than the apportionment measure. They dealt with the state highway commission and county roads and would have shifted power as to highway matters from counties to the state.

Louisiana Legislature Adds to State Agencies

The 1960 Louisiana legislature has created eleven new state agencies in the executive branch, abolished two agencies and made changes in the membership of others, as reported by the Public Affairs Research Council of Louisiana. Furthermore, among 55 proposed constitutional amendments being voted on at the November 8 election are four that would remove certain state boards—the Public Welfare, Institutions and Highway Boards and the Wild Life and Fisheries Commission—from constitutional protection and two that would place the commissioner of insurance and the custodian of voting machines in the constitution as elective officers.

The eleven new agencies created by legislative acts range in significance from the Edward Douglas White Memorial Commission, the primary function of which is to care for a statue of the one-time Supreme Court chief justice, to the State Sovereignty Commission, set up to protect the state's sovereignty from encroachment by the federal government. There are two separate commissions on cultural resources (one of 22 members, the other of nine), to preserve the state's landmarks and places of historic interest. There are also a State Bond and Building Commission, a Civil War Centennial Commission, a North Central Louisiana Industrial Development Commission, a committee on employment of the physically handicapped

and three commissions for various ports and waterways.

There are 123 new appointive and ex officio positions established in the eleven agencies. The governor may add to this number in the case of one. Twenty of the 123 positions are held ex officio by state, local and other officials, and 103 are to be filled by gubernatorial appointment. The acts provide no compensation for any of the positions except the eight appointive members of the sovereignty commission who receive \$25 per day while serving by attending meetings or otherwise.

Two state agencies were abolished—the nine-member Voting Machines Board, the duties of which are transferred to the state custodian of voting machines, and a five-member board for a levee district which was absorbed in two neighboring districts.

Two members were added to the State Mineral Board, two to the Veterans' Affairs Commission and four to the Spanish Lake Game and Fish Commission; the governor appoints these additional members. The Law Library Advisory Commission gains an ex officio member.

Four of six ex officio members are removed from the State Parks and Recreation Commission and the State Athletic Commission membership is reduced from fifteen to three; but the governor may appoint up to twelve honorary members.

Special Study Commissions

By act and by concurrent resolutions the legislature created ten new special study commissions to examine various aspects of state governmental operations.

A Reorganizational Study Commission of eleven members is to make a comprehensive study of the state's governmental structure and fiscal affairs. It consists of four citizens appointed by the governor, four members of the

House of Representatives chosen by the speaker and three senators chosen by the lieutenant governor. It is to report its findings and recommendations to the governor and the legislature by May 1, 1962.

A Louisiana Sesquicentennial Commission of 21 members, appointed by the governor, is to plan for celebrating the 150th anniversary (1962) of Louisiana's admission as a state.

A joint legislative committee is to study the problem of maintaining continuity of government in event of enemy attack on the U. S. and to determine what is necessary to insure such continuity.

Another legislative committee is to investigate charges that voting machines can be rigged.

Other committees deal with financial and other problems of parish (county) school boards, the state workmen's compensation laws, un-American activities, private sanatoria and nursing homes, the needs of exceptional children and the development of a market for nutria fur.

Election Laws

The legislature adopted several laws dealing with elections. One of these provides that no candidate for statewide office shall be declared elected in the first primary unless he receives a majority of the votes cast, and that a second or run-off primary shall be held five weeks later for such office if no one received a majority. This would prevent a recurrence of a situation such as in 1956 when Governor Earl Long received a majority in the first primary and other state officials were declared the Democratic nominees even though not receiving majorities.

Another act requires that each candidate for any elective office shall show on every application, declaration of candidacy and all nomination papers whether he is of the Caucasian, Negro or other

specified race and directs the secretary of state to have such racial designation printed on the ballot opposite each candidate's name.

Oregon Voters Deny Legislative Salary Increase

A proposed constitutional amendment to increase legislators' salaries was defeated by the voters of Oregon at the primary election. The amendment would have changed the salary plan from \$600 per annum with an allowance of ten cents per mile for travel to and from the session once every two years to \$175 per month with no personal expense allowance.

Connecticut Governor Urges Reapportionment

Reduction in the size of the Connecticut House of Representatives, with less discrimination in favor of the small towns, is advocated by Governor Abraham Ribicoff along with improvements in the representative character of the Senate and the state's congressional delegation.

In 1961 the House of Representatives will have the record number of 294 members on the present basis of at least one member for each town or city and two members for some. Towns and cities of over 5,000 population have two, but the other towns have the same numbers, either one or two, as in 1874. Based on preliminary 1960 census figures there are 42 towns under 5,000 population with two members each.

Governor Ribicoff favors a reduction formula that would lessen the discrimination against the larger towns and cities; otherwise he would accept a House membership of 169, based on one member for each town, as has been frequently proposed.

As to the Senate, with 36 members from eight districts on an apportionment 50 years old, the governor expressed the

hope that the Republicans and Democrats in the next legislature can agree on an acceptable and equitable plan.

He also favors dividing the state into six congressional districts rather than five with a sixth congressman elected at large as at present.

State Organization Studied in Virginia

A nineteen-member Commission to Study the State Government has been appointed by Governor J. Lindsay Almond, Jr., of Virginia. It is composed of legislators and leaders in business and industry with L. M. Kuhn, state budget director, as an ex officio member, according to *State Government News*.

The governor recommended that the study be divided into two phases. The first would be a review of the state agencies financed out of the general fund to determine possible duplications of functions and services. The second phase would be a study of personnel involved in operations of state agencies financed by special revenue.

It is expected that the commission's recommendations will be limited to changes that can be effected by executive order or legislative enactment. The commission's report is to be submitted by August 1961.

Oregon Administrators Study Legal Problems

The Oregon Department of Justice, including the assistant attorneys general who serve all state departments, boards and commissions, recently sponsored a State Administrators Day for the heads and other executive personnel of all state departments at the capitol in Salem. The purpose was to acquaint administrators with a broad range of matters relating to transaction of the state's legal business and to encourage an exchange of ideas between the administrators and

the state attorneys, according to *State Government News*.

The program dealt with administrative law, litigation against administrators and agencies and legal aspects of civil service hearings.

The assistant attorneys general formed a voluntary organization in 1953 known as the Department of Justice Bar Association. It has carried on a variety of legal education programs.

Alaska the 27th Civil Service State

In accordance with its constitutional mandate to "establish a system under which the merit principle will govern the employment of persons by the state," the Alaska legislature this year adopted a statewide civil service law, making it the 27th state to do so, according to the National Civil Service League.

The Alaska law follows the *Model State Civil Service Law* of that league and the National Municipal League, with two important differences. The central Personnel Division is a part of the Department of Administration and there is a "partially exempt" service as well as classified and exempt services. Positions in the partially exempt service are covered by the classification and pay plans but excluded from most other provisions of the law. Included are legislative employees, assistant commissioners of the principal departments of the executive branch of the government and those directors of the major divisions (except personnel) which are specifically designated by the governor, attorneys in the Law Department, a private secretary for each head of a principal department, all employees of the governor's and secretary of state's offices, judicial employees and employees of the University of Alaska not in the exempt service.

After June 30, 1961, the Personnel Board, on recommendation of the commissioner of administration, may extend

the partially exempt service to positions involving principal responsibility for determining or carrying out policy or may put partially exempt positions in the classified service.

The director of personnel, appointed by the commissioner of administration and responsible to him, is the administrative head of the division. The governor appoints the three-member Personnel Board, which serves at his pleasure despite six-year terms. The board is to pass on civil service rules, consider recommendations of the commissioner of administration regarding changes in status of partially exempt positions, and hear and determine employees' appeals from disciplinary actions.

Classified employees may not be members of any political party committees or take part in managing a party or campaign but may be elected or appointed to nonpartisan local public office.

Anti-Billboard Easements Upheld by N. Y. Court

In a four-to-one decision by the Appellate Division of the Supreme Court of the State of New York, Third Department, (*Schulman v. People*, 11 A.D. 2d, 273, decided July 27, 1960) the court sustained the right of the state to appropriate an easement in land for the restriction, removal and prohibition "of any outdoor sign, display, billboard or similar visual advertising or informing device which is visible and capable of being seen by a person of normal visual acuity from the adjacent state highway."

The state highway law empowers the superintendent of public works to acquire by condemnation any property necessary to improve safety conditions on the state

highway system; the decision as to safety is committed to the superintendent. The court held that the elimination of advertising displays along a heavily traveled highway has a rational relation to safety and that it is not necessary that full title to land be taken (in order to eliminate or prevent such displays) where an easement is adequate. The owner is entitled to just compensation for whatever is appropriated.

Presiding Justice Bergan, writing the majority opinion, states that the superintendent should not be overruled "unless his decision to acquire and pay for land for this purpose is a mere naked act of power and exercised without rational basis or logical relationship to his public duty and authority."

Attorneys General Discuss Federal-State Problems

The National Association of Attorneys General held its 54th annual meeting in San Francisco, July 4-7. Attorneys General Duke W. Dunbar of Colorado and David D. Furman of New Jersey were elected president and vice president respectively.

Resolutions of the conference included several urging preservation of state powers over taxation, one opposing federal interference with established interstate compact agencies, and one authorizing a joint conference between a committee of attorneys general and the U.S. Bureau of Public Roads to reduce federal-state legal arguments over such matters as the settlement of conflicting evaluations of land acquired for the interstate highway system. Several others dealt with civil and criminal law.

Metropolitan Areas

William N. Cassella, Jr., Editor

CED Report Urges Four-Point Program

Adjustments in Local Government Proposed

IN its first national policy statement on area development, the Committee for Economic Development advances a four-point program, *Guiding Metropolitan Growth*.¹ Noting that some 16,000 local jurisdictions have "struggled hard to maintain a semblance of orderly growth and to supply the increasing demands for public service," the statement adds, they "have failed in one crucial area of public responsibility: they cannot plan, budget and program ahead for the entire metropolitan region."

The fact that two-thirds of the American people live and work in fast growing metropolitan areas, which are decaying at the core and expanding without benefit of area-wide planning, presents an urgent problem of national importance. The CED statement stresses that "the heart of our problem is the use of land and of other economic resources, particularly public revenue resources, in our metropolitan areas in the most efficient manner. The use of these resources almost always involves choices among alternatives. The methods by which we make these choices have evolved over a long period of time and are subject to further modification."

The policy statement, issued by CED's Research and Policy Committee and its Area Development Committee, both composed of business leaders and educators, recommends four types of action which should lead to the making of better decisions about the use of land,

public revenue, time and human effort in metropolitan areas:

1. *Careful Studies of the Economic Base.* "The existence of any urban area at a particular place, and its growth or decline, depend on the expansion or contraction of opportunities for employment and investment. If this is understood, a community will usually desire to take the governmental steps which can maintain and increase such opportunities."

The recommended economic base studies would involve careful analysis of the economic and demographic forces influencing the volume and pattern of its income-generating activities. Such knowledge is held to be essential to an understanding of the influence of public policy on the retention, expansion or attraction of private investment and employment opportunities.

The statement says that the base studies should "cover the entire region and should be carried out on a nonpartisan and objective basis by official planning and development agencies with metropolitan-wide influence. In the absence of a public agency these studies might be under the auspices of a special council of local governments in the metropolitan region, or a broadly representative non-profit corporation of community leaders."

As a "first step," the committee recommends that "the recently formed Federal Advisory Commission on Intergovernmental Relations appoint a special council of recognized scholars, technicians, local officials and business leaders to advise the commission on objectives and techniques applicable to base studies."

2. *Recasting Urban Renewal Programs.* The committee recommends continuance of federal urban renewal activities at the present level pending a comprehensive reappraisal of these programs. It views the government's role as "setting the stage for private develop-

¹ 711 Fifth Avenue, New York, 1960. 50 pages, \$2.00.

ment and providing financial assistance only to the extent required to permit the private real estate market to function effectively."

The scale of the problem is indicated by statistics showing the value of all tangible real estate in our cities as conservatively estimated at more than \$500 billion. These properties are called by the committee a "life trust" for the present generation, to assure that they be used "responsibly and to be conserved and supplemented."

By 1956, it says, there were some four million substandard dwelling units in metropolitan areas and thirteen million in the nation as a whole. More than half the national housing inventory, it adds, is at least 30 years old.

3. *Reorganizing Government in Metropolitan Areas.* Pointing out that there are some 3,400 municipal corporations and 3,200 special taxing districts in our 192 metropolitan areas, the committee says there is an urgent need for furthering consolidation or federation of metropolitan governments so that they can deal with area-wide problems on a comprehensive basis.

Although it recommends no specific form of consolidation, since different areas may require differing approaches to the problem, the committee says the metropolitan governmental structures must be modernized "so as to enable them to carry out more efficiently and effectively those public responsibilities which are clearly metropolitan in scope."

"Failure to establish metropolitan governments with wide powers," the committee says, "will lead to a greater loss of self-determination in local affairs through the continuous transfer of responsibility to the state and federal governments."

It is pointed out that state governments also have a responsibility for studying these metropolitan problems because "the local governments are created

by the states." Moreover, interstate agreements to facilitate area-wide solution of metropolitan problems will be necessary in at least 23 of these areas whose borders extend across state lines.

4. *Business Leadership and Metropolitan Growth.* The committee urges local business leaders to participate more actively in metropolitan affairs. "Civic responsibility and enlightened self-interest demand that local business leaders work closely with elective and appointive officials in their communities in reaching public decisions and carrying out public programs."

* * *

The policy statement differentiates among three types of metropolitan problems—those of the central city, suburbs and the area as a whole. The governmental response to these complex problems is analyzed.

"The concentration of population in metropolitan areas usually generates increased demands and needs for public services. Not only is it necessary to extend existing services to more people but additional and more elaborate services must be developed to cope with new problems of metropolitan life.

"Some of the additional functions of government may be viewed as social costs of metropolitan togetherness. . . . Still other functions are recognized as important components in our rising standard of living. . . .

"Public services provided by governments in metropolitan areas are claiming an increasing share of our economic resources. We expect more from local governments; and our preference for low-density living is raising the cost of providing public facilities."

In evaluating the governmental response the committee states:

"On the whole, the minimum local service needs of communities in the metropolitan areas are being met. Some

communities with a very favorable ratio of resources to population are providing a high level of services without strain. But many communities are scarcely able to finance an adequate minimum of services without outside help. Some area-wide needs are being met by special purpose agencies or by a higher level of government. But there are very few cases in which a general governmental unit at the metropolitan level has been developed to provide area-wide services on a unified basis.

"Two results of the present pattern of the governmental response are waste and gradual loss of local control with regard to area-wide problems.

"Waste is of several origins. The multiplicity of local governmental units results in duplication, in providing services on too small a scale to be economic, and in providing inadequate services because revenue resources are not efficiently used.

"A more serious form of waste arises from unplanned growth, poor location, unsightly highway strip development and failure to anticipate public service needs.

"A third source of waste is the inability to develop a comprehensive view of an area's needs and a system of priorities governing the meeting of needs. Since area-wide needs are met either by regional single purpose agencies or by units of a higher level of government the development of priorities is a result of interagency struggle, not the result of a rational analysis or considered public judgment. Important needs may be long neglected while others of no greater importance may have a high priority at the public treasury. Not only are resources misallocated but basic needs may go unmet until they reach a critical stage which necessitates an expensive 'crash' program.

"Self-government authority is sacrificed in the present methods of providing area-wide services. Most of the special-purpose area-wide authorities are sub-

ject to a minimum of public control in the performance of their functions. State and federal agencies are still less subject to effective local control.

"The net effects of our fractionated metropolitan governmental system thus are the retention of control in small local units over those public services which can be provided and paid for at the local level, the gradual loss of local control over those basic area-wide services which are essential to modern urban living and the absence of a system for establishing priorities and allocating resources on a rational, area-wide basis."

* * *

The CED statement notes that organization of government in metropolitan areas has "evolved over a long period of time." Townships, counties, municipal corporations operating under various kinds of charters, special districts and authorities are all part of this evolution which "is a continuous process and responds to change in technology and the wants of our people."

"In the constant search for better ways to create a good living environment and economically viable communities, many citizens and local officials have concluded that there is a need for governmental institutions which embrace the entire metropolitan area or large portions of it. The approaches take many forms: in the Los Angeles area there is the metropolitan county; in Baton Rouge there has been a realignment of city and county areas; in metropolitan Miami a federation of localities has been created.

"There is no single formula or pattern of government which is ideal for all metropolitan areas in our country. The reformulation of American political institutions in metropolitan areas is just beginning to emerge. Whatever the eventual forms, the committee sees the need for modernizing our governmental structure in metropolitan areas. The committee believes that we must adapt our local governments in metropolitan

areas so as to enable them to carry out more efficiently and effectively those public responsibilities which are clearly metropolitan in scope.

"There are three basic reasons for advancing this position. First, there are grounds for believing that an integrated approach to area-wide problems such as transportation is, over the long run, more efficient and economical per unit of service provided. Second, there are a number of problems which are not being met adequately or at all for lack of a metropolitan approach. For example, there are few if any metropolitan areas which have a public policy with regard to the provision of open space for future development and recreational needs. Third, we believe that these problems are of such mounting importance that sooner or later they will compel governmental action.

"We think that these governmental policies should be developed and carried out at the level of government closest to home. These matters—transportation, air pollution, and the like—cannot be tackled by small local jurisdictions. A metropolitan level of government could cope with these matters without sacrificing local control.

"Some such unit of government is necessary to measure area-wide public needs, determine priorities for use of public funds, and develop integrated plans for transportation, land use, water supply, control of pollution and other functions. Such a governmental unit should have the breadth to see a problem as a whole; a mechanism for formulating policy issues for voters; the ability to arrive at real decisions; the power to act through administration, regulation and taxation; and a procedure by which it can be held responsible by the voters.

"The committee is aware of the view that metropolitan consolidation implies a loss of one form of self-determination in local affairs and the substitution of another. There are values in direct pop-

ular participation in small local government, in personal acquaintance with public officials and in direct involvement with local problems. Functions which can be adequately provided by small units of government, such as the maintenance of small parks and playgrounds, should remain at the existing level. But governments with metropolitan-wide powers are needed to make effective decisions about the region's transportation network, its broad pattern of land use, the contamination of its air and streams and its common recreational and open space needs. Failure to establish such governments with wide powers will lead to a greater loss of self-determination in local affairs through the continuous transfer of responsibility to the state and federal governments.

* * *

"In this connection, states have a responsibility to study this problem since the local governments are created by the states. Solutions for the problems of metropolitan areas will require the revision of state constitutions as well as legislative and administrative action. Moreover, interstate agreements will be necessary in the case of at least 23 metropolitan areas which extend across state boundaries.

"It is encouraging to note that some state governments have recently set up units or study commissions concerned with metropolitan problems. But there is a clear need for wider recognition by the state governments of their responsibility for studying metropolitan problems and developing laws and permissive legislation for the solution of these problems at the metropolitan level.

"The form of metropolitan consolidation is a matter for determination within each area. One approach is the metropolitan federation under which only the most obvious regional functions are vested in a single government with other duties remaining in the hands of the individual localities. An alternative in

places where the metropolitan area is contained within a single county is to provide the county government with additional powers. . . .

"We are aware of the depth of resistance to proposals for establishing metropolitan forms of government. Changes of this kind will invariably affect established relationships. We are confident, however, that careful, objective analysis in each metropolitan area and by the state governments will lead to governmental structures with greater capacity to meet the complex public problems of metropolitan life."

Although no members of either the Research and Policy Committee or the Area Development Committee voted against adoption of this policy statement, several members entered reservations or dissents or added comments on specific points. As far as governmental reorganization was concerned, Charles P. Taft, a member of the Area Development Committee, made the following observations which he elaborated with illustrations:

I cannot share the optimism expressed about the likelihood of state help in meeting metropolitan problems. . . . I do not believe that the committee is fully aware of the depth of resistance to metropolitan federation.

Annexation Law Changes Proposed in Washington

Proposed basic changes in the annexation laws of the state of Washington have been approved by the board of directors of the Municipal League of Seattle and King County. The proposal, prepared by the league's Planning and Governmental Research Committees, includes provision for city initiation of annexation proceedings and review of any annexation proposal by a specially constituted review board. This board would be made up of the chairman of the board of county commissioners, the mayor of the annexing city, the director of the

State Department of Commerce and Economic Development, a property owner in the area proposed to be annexed and a resident of that area. The officials may be represented on the board by alternates.

The proposed legislation also makes provision for generalized criteria to govern annexation and judicial review. In the 1959 legislature an earlier league proposal and somewhat different legislation supported by the city of Seattle and the Association of Washington Cities were deadlocked. Changes in both the league proposal and the officially sponsored bill eliminated all but a few major differences with the hope of obtaining passage of improved annexation legislation in 1961.

Atlanta Area Has Five-County Planning Agency

The Atlanta area has a new metropolitan planning agency covering five counties which replaces a two-county planning district. The Metropolitan Planning Commission will develop an advisory master plan, provide planning services on a contractual basis to units of government in the area. Each county is represented on the commission by the chairman of the board of commissioners of roads and revenues and one other resident. The two counties within which the city of Atlanta lies each has an extra member. The mayor of Atlanta and two of its lay citizens are also members. Citizen representatives are designated by the official representative of each unit. The commission will be supported by participating governmental units. Each must pay a sum of \$2,000 plus a flat fee per resident based upon annual population estimates.

Home Builders' Group Holds Conference Series

The National Association of Home Builders launched a series of community

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Taxation and Finance

William J. D. Boyd, Editor

Boston Hub Center Project Authorized

Civic Center Act Removes Last Roadblock to Project

THE Massachusetts legislature has authorized state participation in the \$100 million Scollay Square government center and passed enabling legislation for the \$150 million Prudential Insurance Company Back Bay development—both projects are located in Boston.¹

The bill assuring \$50 million worth of state funds for the federal-state-municipal government center has been under discussion in one form or another since the spring of 1953. A long legal battle, which has included State Supreme Court review, had delayed the Prudential Center program.

Governor Foster Furcolo, in commenting on the legislative action which guarantees a minimum \$250 million construction boom for Boston, declared, "This is the biggest day in the history of the city of Boston and the commonwealth."²

The sixteen-building Back Bay Prudential Center will include a 52-story central tower, a 1,000-room hotel, high-rise apartments of 1,750 units, an ice skating rink, a commercial building, a restaurant and a \$12 million civic auditorium. The latter building will be constructed by the city once the Prudential Center has been started.

Scollay Square government center will consist of a \$26 million state office building to house agencies now renting quar-

ters throughout the city, plus three smaller buildings to house other state departments. The federal government will build a \$30 million office building, while the city has already authorized funds for a \$20 million city hall.

Mayor Collins of Boston predicted that the two projects would induce greater expenditures by private investors leading to a possible total of \$400 million in new construction.

Census Bureau Reports On Government Finance

Total tax revenues collected during fiscal 1959 by the federal, state and local governments of the United States totalled \$100 billion, according to a report of the Bureau of the Census. Total revenues of fiscal 1959 were higher than the \$98.4 billion collected in 1958 because state and local tax increases offset the slight drop in federal tax revenue. Total per capita tax collections registered a slight decline, from \$567.86 in 1958 to \$567.04 in 1959. Federal per capita collections dropped from \$392.51 to \$381.35 while state and local per capita increased from \$175.34 to \$185.69 during the same period. Moneys from other sources, plus taxation, brought the total of all governmental revenue to \$134.3 billion. (*Summary of Governmental Finances in 1959, Governmental Finances in 1959*, Bureau of the Census, Washington, D. C., 1960, 21 and 37 pages respectively.)

The major source of federal tax receipts came from the personal income tax, which provided almost half of all revenue while an additional one-fourth came from corporation income taxes. States received the bulk—59 per cent—of their revenue from various sales and gross receipts taxes, including those on liquor, tobacco and motor fuel. The predominant tax yielder for local gov-

¹ See "Boston Reawakening," by George B. Merry, NATIONAL MUNICIPAL REVIEW, June 1957, page 282.

² As quoted in the *Boston Globe*, September 2, 1960, page 1.

ernments is the property tax which accounted for 87 per cent of all receipts.

Total expenditures for the fiscal year 1959 were \$145.7 billion. Direct expenditures of the three levels of government were: \$87.2 billion, federal; \$22.6 billion, state; \$36.0 billion, local. As a percentage of the expenditures of all governments, defense costs represented 38.8 per cent, education 14.7 per cent, highways and streets 7.8 per cent, natural resources 7.4 per cent, interest on the general debt 5.6 per cent, health and hospitals 4.2 per cent, and public welfare 3.3 per cent.

City governments spent \$14.5 billion in fiscal 1959 according to data in *Compendium of City Government Finance in 1959* (Bureau of the Census, Washington, 1960, 81 pages). Revenues of the nation's 17,000 cities totalled \$13.7 billion. Major tax source was the property tax which yielded \$4.8 billion. General and selective sales taxes accounted for \$1 billion and other municipal tax revenues totalled \$732 million. Nearly one-fifth (\$2.2 billion) of city general revenue came from intergovernmental sources, mostly the states. Other non-tax general revenue amounted to \$1.9 billion.

The largest items of municipal expenditure were education (\$1.7 billion), streets and highways (\$1.5 billion), sanitation (\$1.3 billion), and police protection (\$1.2 billion).

Cities issued \$2.7 billion in long-term debt and retired \$1.3 billion of previous bonds, leaving a total municipal debt at the end of fiscal 1959 of \$22.1 billion.

The *Compendium* lists the finances of individual cities and selected urban towns and townships of over 25,000 population. Detailed financial data is presented on the nation's 41 largest cities, plus the utilities operated by them.

Preliminary statistics on fiscal 1960 state finance have also been released by the Bureau of the Census (*State Tax Collections in 1960*, Washington, D. C., 12 pages.) State tax collections totalled

\$18 billion, a 13.7 per cent increase over the \$15.8 billion collected in fiscal 1959, double the average annual rate of increase during the ten-year period from 1950 to 1960.

General sales and gross receipts taxes increased by 16.4 per cent over 1959 to remain the major source of state revenue. The largest total increase in tax yields were reported by New York (up \$375 million) and California (up \$312 million).

Vermont Holds School for 'Listers'

The eleventh annual Vermont Listers (assessors) School was held in two divisions during the last weeks of August and early September. The schools are conducted by the State Tax Department with the assistance of the University of Vermont.

A total of 232 listers from 165 of the state's 246 towns gathered in Burlington to receive instruction. Special sections dealt with urban and rural assessment. Major emphasis of the rural assessment course was on forest property with classes established along lines suggested by the Tax Department and the State Bureau of Forestry. Urban assessors were shown a new housing development and were able to watch the construction of the buildings from the pouring of the footings to the completed house.

The series will be continued next year when increased enrollment is expected.

ANDREW E. NUQUIST
University of Vermont

Finance Longest Bridge-Tunnel

The Chesapeake Bay Bridge and Tunnel District has completed the underwriting of a \$200 million revenue bond issue to finance the construction of the longest bridge-tunnel crossing in the world. The seventeen and one-half mile project will shorten the New England to

Florida highway distance by spanning the Chesapeake Bay near Norfolk, Virginia. Driving time between New York and Norfolk will be cut by 75 minutes.

The crossing will consist of two tunnels, two steel bridges, a causeway and an 11.6 mile precast, prestressed concrete trestle extending from Cape Charles to Chesapeake Beach near the city of Norfolk.

States Make Changes In Tax Rates

Recent issues of *Tax Administrators News*, published by the Federation of Tax Administrators, have dealt with various aspects of state taxes and state action.

Twenty of the 31 states which utilize some form of income tax have placed withholding laws into effect. Since January 1, 1959, seven states have adopted such statutes: Georgia, Louisiana, Massachusetts, New York, North Carolina, South Carolina and Utah. Both of America's two new states—Alaska and Hawaii—had withholding laws prior to their admission to the Union.

While 47 states tax cigarettes, only seventeen impose a levy on other tobacco products. Seven of these have specific tax rates on tobacco products based on price or volume. Seven others impose a single ad valorem rate on all tobacco products. In all seventeen states the tax is imposed at the distribution level. Michigan and New York are the only large (populous) northern states imposing a tax on any form of tobacco other than cigarettes.

Organizations Oppose Federal Tax Action

Nine state and municipal organizations have jointly requested the modification of recent action taken by the Treasury Department which jeopardizes the present tax-exempt status of income earned from

state and municipal bond interest. The organizations involved are: American Municipal Association, Council of State Governments, Conference on State Defense, Governors' Conference, Municipal Finance Officers Association, National Association of Attorneys General, National Association of County Officials, National Institute of Municipal Law Officers and the U. S. Conference of Mayors.

On August 18 the Treasury Department issued proposed regulations in regard to the Life Insurance Company Tax Act of 1959 which fails to recognize the immunity from federal taxation of income derived from interest on state and local bonds.

The various state and local organizations fear that any question of a federal agency taxing state or municipal bonds would lead to litigation that would adversely affect the marketing of such securities.

Joint Purchasing Brings Savings

Cooperative purchasing is becoming increasingly common at various levels of government according to the National Institute of Governmental Purchasing.

Louisville (Kentucky), Jefferson County, the University of Louisville, the Louisville Board of Education and several special districts in the area have been using cooperative purchasing for six years. A warehouse is operated by the Louisville Local Governmental Buyers' Association where members may requisition goods and meetings are held at which purchasing information is exchanged. Savings achieved through this program have equalled 29 per cent on the purchase of light bulbs, \$5 each on tires, 10 per cent on gasoline and fuel oil and substantial savings have been made on antifreeze, coal, dairy products, paper towels and first aid supplies.

(Continued on page 578)

Worcester Has Politics Course

Chamber of Commerce And Colleges Cooperate

THE Worcester Area Chamber of Commerce, in cooperation with Assumption College, Clark University, College of the Holy Cross and Worcester Polytechnic Institute, has embarked upon an educational program designed to encourage citizen participation in political parties and government.

Over 500 citizens already have graduated from a nonpartisan politics course and twenty have finished an effective government course. When the politics course was announced in September 1959 the response was overwhelming; the chamber received twice as many applications as could be handled. Consequently, the course was given twice—in January and in March 1960. Centers were established at each of the cooperating colleges and enrollment in each section was limited to twenty.

The course met one night a week for nine weeks from 7 to 9 P.M. and was conducted as a discussion group devoted to practical politics. Local political figures were invited to join the discussions. Each participant completed a project on either governmental or political organization on the state and local level in Massachusetts. The course ended with a banquet at which prominent political figures were the speakers.

The effective government course was open to graduates of the first two politics courses and was the first such project in the United States sponsored by a chamber of commerce. The course met once a week from 7 to 9 P.M. for twelve weeks. It was designed to make citizens

better informed on some of the key issues of the day. Topics selected for discussion were: What is democracy?; civil liberties; problems of federalism; pressure groups and lobbying; federal, state and local legislative processes; problems of government regulation of industry; the judiciary; the chief executive (federal, state and local); government as a manager; government as a promoter; and budgeting and taxation.

The course was directed by Dr. Morris H. Cohen of Clark University and Dr. Joseph F. Zimmerman of Worcester Polytechnic Institute; they also prepared the materials.

Graduates of the two courses have become increasingly active in public affairs; several have been elected to town office and a larger number to city and town committees of the Democratic and Republican parties.

Although a relatively large number of citizens have graduated from these two courses, the surface has only been scratched. Both will be repeated on a semi-annual basis.

JOSEPH F. ZIMMERMAN
Worcester Polytechnic Institute

100,000 Take U. S. C. of C. Course

More than 100,000 participants in its nonpartisan "Action Course in Practical Politics" have "graduated" since February 1959, reports the Chamber of Commerce of the United States. In groups of twelve to twenty, the graduates have taken action courses sponsored by local chambers, business firms, church groups, banks, service clubs, women's organizations and community groups. "What began as a program designed to get businessmen into politics has turned out to be the ideal vehicle for getting not

only businessmen but all kinds of people into politics," reports the chamber's *Taxpayer's Dollar*.

The course trains citizens for decisive roles in elections. There are many examples of graduates who got into politics and brought about startling changes in local government. In St. Paul, for instance, 400 action course graduates worked effectively to help elect a new mayor and four councilmen in a complete upset. In Kenedy, Texas, (population, 4,300) graduates helped elect a mayor and both commissioners against long entrenched incumbents.

Action course graduates are working on bond programs for municipal improvements. They are helping to elect county commissioners and state legislators. Their influence is beginning to be felt at the policy-making level in the councils of both major political parties.

Any organization can sponsor the course. A group meets for nine sessions, held once a week or more often. Each participant reads a pamphlet before coming to class and uses what he reads as a basis for discussion in the session. A discussion leader uses a *Leader's Manual* to keep the discussion moving. Topics covered are The Individual in Politics, Political Party Organization, The Political Precinct, The Political Campaign, Political Clubs, The Political Leader's Problems, Political Meetings, Businessmen in Politics. For the ninth session, local politicians visit the discussion group to answer questions and supply information.

More detailed information may be secured from the Business Relations Department, Chamber of Commerce of the United States, Washington 6, D. C.

Citizenship Month

Mayor Richard J. Daley of Chicago has proclaimed October 8 through November 8 as Citizenship Month. The grand finale of the month's activities to

get citizens registered and out to vote is a "Get-Out-the-Vote Parade," held in the Loop the day before election. The parade has been sponsored by Citizens of Greater Chicago in conjunction with civic, business, labor and political organizations, which have been invited to enter floats, marching units, baton units or bands.

A Get-Out-the-Vote queen contest was scheduled for November 1.

The CGC has made available literature on registration and voting machines as well as sample ballots and posters for display use. It has asked members to volunteer for poll watching on November 8.

Announce 1960-61 Program

A 35-project research and action program for 1960-61, directed toward solving local government problems in the Minneapolis-St. Paul area, has been adopted by the board of directors of the Citizens League of Minneapolis and Hennepin County. Eighteen of the projects are considered of primary importance and fourteen of these reflect "the League's county-wide interest and the increasing interdependence of local governments" in such issues as improved mass transportation, representation on the county board, property tax relief and coordinated water and sewer policies.

Seventeen projects are classified as supplemental. No staff time is to be given these if such activity interferes with work on primary projects.

The *Citizens League News* lists the eighteen primary projects and asks members to check those on which they would like to work.

'The First Tuesday'

Television station WCET in Cincinnati, in cooperation with the Hamilton County Democratic and Republican Central Committees, the Hamilton County Board of Elections and the Cincinnati

City Charter Committee, is showing a series of eight programs on political party activity. Entitled "The First Tuesday," it covers party, precinct and campaign organization, campaign techniques, candidates and platforms, and representative government.

A.K.S.

Hold Civic Conference

The ninth annual Civic Conference of Citizens of Greater Chicago was held October 17. It began with a business session attended by delegates of active member organizations, who heard reports of CGC activities and its program for 1960-61.

A symposium on "What Must We Have to Strengthen Law Enforcement?" followed. Participants were Richard B. Austin, chief justice of the Criminal Court of Cook County; Franklin M. Kreml, president of the Chicago Police Board, J. L. Jacobs, Mayor's Advisor on Civil Service; Wayland B. Cedarquist, Joint Committee on Revision of the Judicial Article of the Chicago and Illinois Bar Associations; and Prentice Marshall, chairman of the Committee on Defense of Prisoners, 7th Circuit Bar Association.

A dinner meeting was addressed by Governor William G. Stratton and Judge Otto Kerner, both gubernatorial candidates. The topic was "My Program for Better Law Enforcement in Illinois."

Party Platforms Published

Two recent issues of the news letter published by the Hamilton County (Cincinnati) Good Government League carry excerpts from the county platforms of the Democratic and Republican parties.

Metropolitan Problems

During the year 1959-1960 the Atlanta Voters Guild (416 Grand Theatre Building, Atlanta 3, Georgia) studied the subject of metropolitan growth problems.

In May it published *The Inquiring Voter Asks About Problems of Metropolitan Growth* (11 pages), reporting the information gathered on the subject. Special reports on Cincinnati, Los Angeles, Dallas, Philadelphia, Nashville and Miami-Dade County and a good bibliography are of special interest to the researcher in this field.

A.K.S.

LWW Publications

The Inventory of Work on Reapportionment by State Leagues of Women Voters (September 1960, 17 pages, 15 cents), issued by the League of Women Voters of the United States, 1026 17th Street, Washington 6, D. C., recaps the work being done by the 28 state leagues currently championing improvement in the reapportionment field.

The Leagues of Women Voters of Phoenix, Scottsdale and Mesa (1 West Lynwood, Phoenix, Arizona) have issued a small pamphlet *For the Voting Citizen . . .* reviewing the ABCs of voting in Arizona, some essentials of party organization and the mailing addresses of state and national legislators.

The League of Women Voters of Phoenix, Arizona, has distributed a revised edition of *Know Your County . . .* (June 1959, 27 pages, 35 cents), covering the history and government of Maricopa County.

The State of Arizona (1959, 87 pages, \$1.00), published by the League of Women Voters of that state (Route 5, Box 362, Tucson), gives a factual account of the legislative, executive and judicial branches of the state government, the elective and appointive boards, election laws, political party organization, state finance and state legislation concerning counties, municipalities and the educational system.

On the east coast, the League of Women Voters of the City of New York (461 Park Avenue South, New York 16) has issued its *Annual Report, 1959-*

60 which highlights its nonpartisan activities of the year, including such services as continuing information on voting and registration, free workshops in political politics, publications and radio and television public service programming.

A.K.S.

1960 Award Program

Cash awards, medals, certificates, historic trips—these are among the awards offered by Freedoms Foundation at Valley Forge in its 1960 program. Prizes will be issued for the most outstanding individual contribution to American freedom during 1960; for community and college campus programs; for letters from members of the U. S. Armed Forces; for public addresses, sermons and spiritual programs; for cartoons, editorials, essays, photographs; and other activities. For a complete description of the program write to Freedoms Foundation at Valley Forge, Valley Forge, Pennsylvania. Deadline for nominations is December 31.

Strictly Personal

The board of governors of the City Club of Chicago has chosen DAVID J. SHIPMAN as club president for the forthcoming year. Mr. Shipman, a master in chancery in the United States District Court since 1953, is heading up an active civic program for 1960-61.

ROBERT C. DUNLAP has been appointed membership secretary of the Citizens League of Greater Cleveland. He is serving also as secretary of the league's Candidates Committee.

METROPOLITAN AREAS

(Continued from page 562)

growth conferences a year and a half ago. Through October 1960, twelve have been held in Cincinnati, Boston, Louisville, Columbus, Syracuse, Buffalo, Hartford and Owensboro, Kentucky. Two

have been held in successive years in Pittsburgh and Milwaukee. Reno, Pine Bluff (Arkansas), Hartford and Knoxville have scheduled conferences for November and December.

NAHB looks upon the conferences as a means of furthering understanding of urban area growth problems, both among builders and local community officials. A typical conference consists of a one-day program featuring panel and workshop sessions on such topics as zoning, municipal finance, taxation and assessments, subdivision regulations, water and sewer facilities, preservation of open space, metropolitan area problems and schools. Township supervisors, councilmen, planners, public works officials, school board members and other governmental officials take part in these sessions, along with builders, realtors, land developers, mortgage lenders and other business leaders.

In addition to the discussion session, authorities on community growth problems have been invited to address the conferences. Among these specialists are Constantinos A. Doxiadis, Vernon C. Myers, Victor Gruen, J. Stanley Purnell, Charles Eliot, George Deming and Robert C. Wood.

Follow-up reactions to the conferences have included several examples of cooperative action between municipalities and home builders. Builders have gained a better perspective of municipal problems arising out of rapid development, and planners and local government leaders have obtained a truer appreciation of the practical problems faced by the builder and developer, NAHB feels. The conferences have also mustered support for more modernized governmental structures to cope with metropolitan area problems and for the intelligent planning needed for ultimate success.

ROBERT C. LEDERMANN
National Association
of Home Builders

Voting Machines And Referenda

Effects Analyzed Over 36-Year Span in Iowa

AS the use of voting machines becomes more prevalent, attention is being directed to the question of whether the machines have any effect on election day decisions. George B. Mather's *A Preliminary Report of an Analysis of the Effects of the Use of Voting Machines in Voting on Special Questions in Iowa—1920 to 1956* (Institute of Public Affairs, State University of Iowa, Iowa City, 1960, 47 pages) is such a study.

The practice in Iowa is for voting machines to be adopted by counties, although state law allows cities and towns to use machines on a precinct-by-precinct basis. Since nineteen counties in the state, including both urban and rural as well as Republican and Democratic areas, have used machines since 1922, there is sufficient experience to test any effect they may have.

The author lists a number of special state questions which have appeared on ballots in the designated 36 years. The total votes cast on each question are compared with the total cast for president, U. S. senator or governor (depending on which candidate received the highest number of votes since the number of persons who voted in each election is unknown) for each of these groups of counties: (1) those using paper ballots for all voting, (2) those using machines for the question, (3) those using paper ballots for the question and (4) those in which the method of voting on the question is unknown.

Two findings are: (1) "There is a clear tendency for fewer votes to be cast

on special questions when the questions are voted on voting machines rather than on paper ballots" and (2) "when voters in voting machine counties are given paper ballots on which to vote on special elections, their level of participation is much closer to that of the voters in the regular paper ballot counties."

Mather observes, "It has been demonstrated in this research and in the Michigan¹ and Minnesota studies that substantially fewer votes are cast on special questions when voting machines are used. This finding raises serious questions of public policy that much concern legislators, election officials, political and civic leaders, and citizens in all walks of life who have a sincere desire to maintain and extend the democratic process. Neither the Michigan nor the Minnesota study presents an indictment of voting machines; both authors regard voter education and publicity as the primary tools for correcting the situation."

Three solutions to the problems of voting on special questions are proposed: (1) "The method of voting on special questions must be uniform throughout the state," (2) "the state must act to assure uniform election practices throughout the state," and (3) "an intensive program of voter education must be carried on before every election."

University Sets Up Urban Research Program

The University of North Carolina has established a Regional Extension Program to stimulate and coordinate urban research in the social sciences in the South. Chief emphasis has been placed on improving communication among urban researchers on an inter-university

¹ See the REVIEW, April 1960, page 214.

and interdisciplinary basis. The conferences are also used to relate research of the Urban Studies Program of the University of North Carolina with comparable research in other parts of the South. Various conferences have been held or are being planned. Five of these have been held at Winter Park, Florida; Lexington, Kentucky; Knoxville, Tennessee; Oxford, Mississippi; and New Orleans, Louisiana. Forthcoming conferences are scheduled at Atlanta, Georgia, and Charlottesville, Virginia.

Participants in the conferences are drawn primarily from sociology, economics, political science, city planning and related fields, as significant areas of common interest exist among these several disciplines. Discussion centers on research in progress, the gaps, coordination, financing and significance of the urban research picture in their state.

Another activity of Regional Extension is to assist in establishment of co-operative and comparative research projects among several southern universities. In cooperation with the Southern Public Administration Research Council a study of the politics of industrial development in a number of southern cities is being designed, and will be conducted in each state by the bureau of public administration or governmental research of the state university in the state in question. Chairman of the council is Lee S. Greene of the University of Tennessee.

Other approaches to coordination of research are being projected, including panel discussions and a summer research seminar. The activities of Regional Extension are reported in a newsletter entitled *Urban Studies Report*.

In the course of conducting Regional Extension activities about 300 scholars with urban research interests have been reached in ten southern states. A great need has been expressed for improved clearing house activities in the area, par-

ticularly across disciplinary lines. The states covered in the program are Alabama, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee and Virginia.

The Regional Extension Program is financed by a grant from The Ford Foundation to the Institute for Research in Social Science of the University of North Carolina. The institute also received a grant for a major study of urbanization in the Piedmont Industrial Crescent of the Carolinas, which has been in progress since 1957 under the name of the Urban Studies Program. These two programs have been closely interrelated. The director of Regional Extension is Dr. Fred Cleaveland, chairman of the Department of Political Science; associate director is Dr. Robert T. Daland, also of the Political Science Department.

ROBERT T. DALAND

University of North Carolina

New York's Race For Space

The Race for Open Space is the final report of the Park, Recreation and Open Space Project of the Tri-State New York Metropolitan Region¹ (Regional Plan Association, New York, 1960, 95 pages, \$4.00), sponsored jointly by the Metropolitan Regional Council and Regional Plan Association.

The Joint Steering Committee, directed by Griffith E. Harris and Otto L. Nelson, believes that the need for action stems from the conflicting forces of an increasing demand for outdoor recreational space and rapid growth of population in the New York, New Jersey and Connecticut metropolitan region. 'While one-third of the land available for urban development is already in use, the rate of development is expected to be

¹ See the REVIEW, March 1960, page 161; June 1960, page 284; September 1960, page 455.

doubled, perhaps tripled, within the next 25 years. At the same time, the committee states, the park acquisition rate is declining in relation to population growth.

To meet the open space needs of recreation, conservation and well planned residential developments, the committee feels that the amount of permanent open space should be equivalent to 25 per cent of the region's total area.

The report analyzes park conditions in the area as a whole as well as in its specific counties. The study recommends that the three states contribute matching grants to assist counties and municipalities in acquiring park lands now and that the federal government should lend its assistance.

DEBORAH ROSENFELD

BMR-PEL Considers Penna. Constitution

Provisions of the Pennsylvania constitution affecting the interests of Philadelphia are examined by the Bureau of Municipal Research and Pennsylvania Economy League (Eastern Division) in *Philadelphia and Constitutional Revision* (Liberty Trust Building, Philadelphia 7, 1960, 116 pages, \$2.00).

Among those areas in which constitutional revision is considered are home rule, special debt limitations for Philadelphia, legislative apportionment, the judiciary and the amendment procedure. Various recommendations for change are submitted on these and other constitutional provisions.

Explain Okla. Apportionment

Legislative Apportionment—1960 (Bureau of Government Research, University of Oklahoma, Norman, August 1960, 44 pages) examines minutely the three methods of apportionment—that embodied in the constitution, the one presently in use and State Question No. 397, proposed by the governor—their effect

on apportionment and how they in turn are affected by the population shifts in the state. The question was defeated in a special election September 20.¹

A.K.S.

Alabama's Labor Policy Explained

Legislation concerning labor is a relatively new field for most states, having been opened only in the last half century in the wake of federal action. Alabama was one of the last states to enter this field—for example, an effective child labor law was passed in 1915 after 30 years' consideration. Similar conservatism is shown in the severe restrictions placed on labor unions and the lack of a state minimum wage law.

This dearth of protective labor legislation is explained briefly by Robert J. Frye in *Government and Labor: The Alabama Program* (Bureau of Public Administration, University of Alabama, University, 1960, xi, 157 pages), covering the various programs of the state relating to child labor, workmen's compensation, safety and inspection, mediation, the state employment service and unemployment compensation.

Like a majority of southern states, Alabama is evolving from an agricultural society to one that is industrial; the agrarian conservatism still holds sway, however, and that, coupled with the desire to attract new industry by cheap, non-unionized labor, has resulted in state labor programs that are inadequately financed and staffed.

A.K.S.

Where Parties Get Money

The "popular hypothesis of the bipolarization of Michigan politics around the diverse interests of labor and automobile manufacturers" is examined by John P. White and John R. Owens in

¹ See page 553, this issue.

Parties, Group Interests and Campaign Finance: Michigan '56 (Citizens' Research Foundation, 245 Nassau Street, Princeton, New Jersey, 1960, 35 pages, 50 cents). The authors observe that while a "considerable part of the revenue of both parties comes from their principal interest group allies"—labor unions for the Democrats and automobile companies for the Republicans—"most of the money is derived from broader bases. Thus, if these interest groups exercise control over party policy, they have purchased it at a relatively low price."

Police-Fire Integration

A report summarizing the types of police-fire integration in thirteen cities with populations over 25,000 in this country and Canada has been prepared by the Buffalo and Erie County Government Research Bureau's Lackawanna office (724 Ridge Road, Lackawanna, New York, 18 pages, 25 cents).

Cities are categorized into one of three groups depending on their type of integration—complete, partial or functional.

Trends in Missouri Finance

Increasing Cost of Missouri State Government is a publication of the Missouri Public Expenditure Survey (222 East Dunklin Street, Jefferson City, Missouri, 1960, 6 pages). Past state appropriation trends are examined as well as the factors affecting the size of future appropriations.

Population Sources

The Cleveland Bureau of Governmental Research has compiled *A Compendium of Resources for Population Studies in the Northeast Ohio Region* (Ten Ten Euclid Building, Cleveland 15, 1960, 85 pages, maps, \$2.00). It includes a bibliography of published studies, a list of persons and agencies in the Cleveland area interested in demographic research,

historical statistics showing the region's population growth, and population and housing counts by enumeration districts in Cuyahoga County.

Fathoming Budgets

The Washington State Research Council has compiled a handy pamphlet for the state's citizens, *You May Yet Understand a State Budget!* (6127 Arcade Building, Seattle 1, 1960, 32 pages). The state has had a new system of budgeting and accounting for over a year which differs considerably from the previous one. The booklet presents summary information and recommendations about the system now in effect.

Theory and Practice

The Michigan Chapter of the International City Managers' Association, in cooperation with the Institute of Public Administration, University of Michigan, and the Michigan Municipal League, has published *The Michigan City Manager in Council Proceedings*, by Neal Berlin (Michigan Municipal League, 205 South State Street, Ann Arbor, July 1960, 36 pages, \$2.00). It compares practice with theory in the way Michigan city managers handle their relationships with their councils. Included are discussions on the manager's role in council meetings, the attendance of department heads, use of the agenda, warm-up sessions and periodic reports, and the handling of citizen complaints.

A.K.S.

Strictly Personal

Bruce B. Mason, formerly with the University of Illinois Institute of Government and Public Affairs, is the new director of Arizona State University's Bureau of Government Research. He plans to undertake various studies of state and local government and politics.

Books in Review

Housing

OUR HOUSING JUNGLE AND YOUR POCKET BOOK. How to Turn Our Growing Slums into Assets. By Oscar H. Steiner. University Publishers Incorporated, 59 East 54th Street, New York, 1960. xii, 180 pp. \$3.95.

Every wage earner should be able to become a home owner, private investors can undertake slum clearance as a profitable investment, and a minimum of federal assistance is needed to accomplish urban renewal. This, basically, is the theme of *Our Housing Jungle and Your Pocketbook*.

Mr. Steiner, a successful Cleveland manufacturer, came out of retirement to handle the construction of three low-cost garden apartment developments for tenant-owners—without federal aid. It is his contention that similar endeavors can be undertaken throughout the country, and can meet our urban housing needs, if the business community and local governments will resume "the initiative and enterprise they have largely abdicated."

A highly provocative book, it is yet another viewpoint in the continuing discussion of "the housing problem."

W.J.D.B.

Community

OUR COMMUNITY. By Dorothy and Curtis Mial. New York University Press, Washington Square, New York 3, 1960. xxix, 269 pp. \$5.00.

This is a do-it-yourself book which presents a practical and well thought out plan for group discussion and activity aimed at preserving and strengthening community life. Based on an experimental study-discussion course developed by New York University's American Community Project, it is an accumulation of the techniques and approaches developed by many professional planners and citizens involved in community development.

Each chapter provides a focal point for a discussion session; the ten sessions range from the establishment of facts and definitions (What is Our Community?, How Did Our Community Get the Way It Is?, What Kind of Community Do We Want? and What Kind of Community Do We have?) to preparing a plan of action. In the latter part of the book discussion is outlined on participation and leadership, community resources, conflict and cooperation, and the relationship of the community to others and to larger units of government. The two final chapters are designed to help groups evaluate and correlate the diverse information gained in preceding sessions and start on a program of improving their community life.

Each chapter has short articles by such authors as Francis Chase Rosecrance, Elmore McKee, Jean and Jess Ogden, E. L. Thorndike and Lewis Mumford to serve as source material and perhaps to guide the discussions in an appropriate direction. The last named author best states the challenge to which this book—and the increased interest in the field of community development—is a response: "Man is at last in a position . . . to create a new biological and social environment, in which the highest possibilities of human existence will be realized, not for the strong and lucky alone but for all cooperating and understanding groups, associations and communities."

A.K.S.

Politics

CALIFORNIA GOVERNMENT AND POLITICS (Second Edition). By Winston W. Crouch, Dean E. McHenry, John C. Bollens and Stanley Scott. Prentice-Hall, Inc., Englewood Cliffs, N. J., 1960. xii, 308 pp. \$2.95 (paperback).

This is the second edition of a textbook published originally in 1952 (title, *State and Local Government in California*).

It treats such new developments as the repeal of cross-filing in California elections, the abolition of the bifurcated legislative session, changes in taxes, urban growth, etc. A new chapter on metropolitan areas concludes the book. One could only wish that such a well proportioned description and analysis of politics and administration were available for each of the other states.

VICTORIA SCHUCK

Mt. Holyoke College

Foundations

THE FOUNDATION DIRECTORY. Edition 1. Edited by Ann D. Walton, F. Emerson Andrews and Marianna O. Lewis. Prepared by The Foundation Library Center. Russell Sage Foundation, 505 Park Avenue, New York 22, 1960. 1v, 817 pp. \$10.

Earlier foundation directories have been made obsolete by this excellently compiled volume. In addition to a wealth of information on 5,202 foundations in every corner of the country there is an informative 55-page introduction by F. Emerson Andrews. A new and useful innovation is an alphabetical index of foundation personnel.

Also to be noted and commended is the discretion with which the editors have chosen foundations for inclusion. As Mr. Andrews explains in his introduction, there are many organizations which use the prestige of the term "foundation" in their names but which are in fact "devoted primarily to fund-raising, propaganda or subsidized research." In addition, many genuine foundations have been omitted simply because they are too small.

Among fund-raisers this *Directory* is bound to become a reference work much relied upon. For public officials and private citizens whose business or personal interests impel them to know something about the world of private philan-

thropy in the United States, this is a document well worth its price.

JOHN B. WIRT
Assistant Director

Joint Committee on
Continuing Legal Education

Depreciation

DEPRECIATION AND TAXES. Symposium conducted by the Tax Institute, November 20-21, 1958. Tax Institute, 457 Nassau Street, Princeton, N. J., 1959. viii, 248 pp. \$6.00.

This volume discusses the many faceted problem of the tax treatment of depreciation from the points of view of the various tax-oriented professions—accountants, lawyers, corporate executives, economists—and the federal government. This is the second in a series of publications on "The Impact of Taxation on Management Responsibility." Proceedings of a seminar on *The Effect of Tax Policy on Executive and Worker Compensation* was published in 1958.

Fundamentals of depreciation are outlined in Part One of the current volume; Part Two is devoted to a consideration of depreciation and the changing price level; Part Three discusses specific aspects of tax policy and management decisions; and Part Four deals with considerations in depreciation reform.

Additional Books And Pamphlets

(See also *Researcher's Digest* and other departments)

City Attorneys

PROCEEDINGS OF THE ATTORNEYS' CONFERENCE HELD IN CONJUNCTION WITH ASSOCIATION OF WASHINGTON CITIES ANNUAL CONVENTION. Wenatchee, May 11-13, 1960. Association of Washington Cities in cooperation with the Bureau of Governmental Research and Services, University of Washington, Seattle 5, August 1960. 75 pp. \$1.00.

Commuters

A SURVEY OF COMMUTERS ON THE HIGHLAND BRANCH. Greater Boston Economic Study Committee, 200 Berkeley Street, Boston 17, August 1960. 22 pp.

Constables

INDEX—DIGEST OF RULINGS OF THE ATTORNEY GENERAL OF NORTH CAROLINA RELATING TO CONSTABLES. Edited by Royal G. Shannonhouse. Institute of Government, University of North Carolina, Chapel Hill, June 1960. 32 pp.

THE OFFICE OF CONSTABLE IN NORTH CAROLINA. By Royal G. Shannonhouse. Institute of Government, University of North Carolina, Chapel Hill, June 1960. 32 pp.

Crime

CRIME IN THE UNITED STATES. Uniform Crime Reports—1959. Federal Bureau of Investigation, U. S. Department of Justice, Washington 25, D. C., September 1960. iii, 128 pp.

Decentralization

BUSINESS DECENTRALIZATION IN METROPOLITAN LOS ANGELES. By Edward F. Staniford. Bureau of Governmental Research, University of California, Los Angeles, June 1960. 61 pp.

Directories

DIRECTORY OF AGENCIES AND OFFICERS—STATE OF HAWAII. Interim Edition. Legislative Reference Bureau, University of Hawaii, Honolulu, April 1960. 103 pp. Charts.

DIRECTORY OF MICHIGAN MUNICIPAL OFFICIALS—1960-61. Michigan Municipal League, 205 South State Street, Ann Arbor, June 1960. 82 pp. \$3.50.

DIRECTORY OF PENNSYLVANIA LOCAL GOVERNMENT OFFICIALS, AGENCIES AND ASSOCIATIONS. Compiled by Sibyl Welch. Bureau of Municipal Affairs, Pennsylvania Department of Internal Affairs, Harrisburg, July 1960. 108 pp.

GUIDE TO TEXAS STATE AGENCIES, 1960 supplement. Texas Legislative Council and Institute of Public Affairs, University of Texas, Austin, June 1960. 32 pp. 50 cents.

THE WEST VIRGINIA POLITICAL ALMANAC, 1960 Supplement. By William R. Ross. Bureau for Government Research, West Virginia University, Morgantown, 1960. 85 pp. Tables.

Elections and Voting

THE AMERICAN VOTER. By Angus Campbell, Philip E. Converse, Warren E. Miller and Donald E. Stokes. John Wiley & Sons, 440 Park Avenue South, New York, 1960. viii, 573 pp. \$8.50.

Electronic Data Processing

APPLICATIONS OF ELECTRONIC DATA PROCESSING. By Thomas B. Murphy and Robert E. Develle. Municipal Finance Officers Association of the United States and Canada, 1313 East 60th Street, Chicago 37, September 1960. 8 pp. 75 cents.

Housing

REPORT ON HOUSING FOR THE AGING. *City Club Bulletin*, City Club of Portland, 604 Park Building, Portland 5, Oregon, September 16, 1960. 28 pp.

Indian Law

PROCEEDINGS OF INDIAN LEGAL WORKSHOP. Bureau of Governmental Research and Services, University of Washington, Seattle, in cooperation with The Committee on Northwest Indian Affairs, representing the Association on American Indian Affairs, June 1960. 23 pp. \$1.00. (Apply University of Washington Press, Seattle 5.)

Inspection

BUILDING AND FIRE INSPECTION. Proceedings of the 1960 Building and Fire Inspectors Institute. League of Wisconsin Municipalities, 30 East Johnson Street, Madison 3, August 1960. 49 pp. Illus. \$1.00.

Land Use

LAND FOR THE FUTURE. By Marion Clawson, R. Burnell Held and Charles H. Stoddard. The Johns Hopkins Press, Homewood, Baltimore 18, 1960. xix, 570 pp. \$8.50.

LAND USE AND MUNICIPAL FINANCE—WEST HARTFORD, CONNECTICUT. A Study of Property Tax Revenue and Expenditures According to Land Use for the Fiscal Year Ending February 28, 1959. By S. Charles Adams. Town Planning and Zoning Commission, West Hartford, April 1960. 52 pp. Tables, charts.

Legislative Bodies

PROCEEDINGS OF THE 1960 LOUISIANA PRE-LEGISLATIVE CONFERENCE. Baton Rouge, April 27-28, 1960. Public Affairs Research Council of Louisiana, 505 Commerce Building, Baton Rouge, 1960. vi, 129 pp.

Manuals

HANDBOOK FOR MASSACHUSETTS SELECTMEN. By Edwin A. Gere, Jr., and Robert P. Bolan. Bureau of Government Research, University of Massachusetts, Amherst, 1960. 86 pp. \$1.00.

Mental Health

COMMUNITY AND OTHER NONINSTITUTIONAL MENTAL HEALTH PROGRAMS. Illinois Legislative Council, Springfield, May 1960. 52 pp. Tables.

Metropolitan Areas

THE MONTREAL METROPOLITAN CORPORATION. Financial Report—1959. The Corporation, 506 Ste. Catherine St. East, Montreal, 1960. 25 pp. Charts, tables.

Municipal Government

GOVERNMENTAL ORGANIZATION WITHIN THE CITY OF NEW YORK (Sixth Edition). By Robert H. Connery. Institute of Public Administration, 684 Park Avenue, New York 21, February, 1960. 42 pp. Charts. 50 cents.

GUIDE TO THE MUNICIPAL GOVERNMENT OF THE CITY OF NEW YORK (Eighth

Edition). Edited by Thelma E. Smith. Record Press, Inc., 214 William Street, New York 38, 1960. ix, 278 pp. \$2.50.

Municipal Officials

PROCEEDINGS OF THE FIRST INSTITUTE FOR MAYORS, COUNCILMEN AND COMMISSIONERS JUNE 24-25, 1960. Institute of Public Affairs and Division of Extension, University of Texas, Austin, in cooperation with Texas Municipal League, 1960. 92 pp. \$2.00.

Planning

ANNOUNCING TWO NEW PLANNING ASSISTANCE PROGRAMS AVAILABLE TO NEW JERSEY MUNICIPALITIES DESIGNED TO PROVIDE TECHNICAL AND FINANCIAL AID IN THE IMPLEMENTATION OF COMPLETED LOCAL MASTER PLANS. A PROGRAM OF ASSISTANCE FOR CONTINUING PLANNING. A PROGRAM OF ASSISTANCE FOR COMMUNITY RENEWAL. A Report to Municipal Officials in the State of New Jersey. Local and Regional Planning Section, State Planning Bureau, Department of Conservation and Economic Development, State Capitol, Trenton, New Jersey, August 15, 1960. 25 pp.

AUTOMATIC DATA PROCESSING IN THE URBAN PLANNING PROCESS. (Bibliography) By Richard D. Duke. Committee of Planning Librarians, 6318 Thornhill Drive, Oakland 11, California, June 1960. 11 pp. \$1.00.

LEGAL ASPECTS OF RURAL PLANNING AND ZONING. State Association of County Commissioners, 346 Griggs-Midway Building, St. Paul 4, Minnesota, 1960. 8 pp.

Police

MUNICIPAL POLICE ADMINISTRATION IN TEXAS: A Survey. Institute of Public Affairs, University of Texas, Austin, 1960. 112 pp. Tables and charts. \$2.00.

Politics

READINGS FOR DEMOCRATS. Edited by Edward Reed. Oceana Publications, 80

Park Avenue South, New York, 1960. 256 pp. \$3.50.

READINGS FOR REPUBLICANS. Edited by Franklin L. Burdette. Oceana Publications, 80 Park Avenue South, New York, 1960. 256 pp. \$3.50.

Presidential Decision-Making

THE PRESIDENT MAKES A DECISION: A STUDY OF DIXON-YATES. By Jason L. Finkle. Institute of Public Administration, University of Michigan, Ann Arbor, 1960. vii, 204 pp. \$3.50.

Refuse Disposal

ANALYSIS OF A PROPOSED REFUSE DISPOSAL PROJECT OF LOWER MERION TOWNSHIP, MONTGOMERY COUNTY, PENNSYLVANIA. Montgomery County Branch, Pennsylvania Economy League, 414 DeKalb Street, Norristown, March 1960. 24 pp. Map. \$1.00.

REFUSE COLLECTION AND DISPOSAL PROGRAMS IN WESTERN PENNSYLVANIA POLITICAL SUBDIVISIONS—A SURVEY. Institute of Local Government, Graduate School of Public and International Affairs, University of Pittsburgh, Pittsburgh, May 1960. 90 pp.

Statistics

STATISTICAL ABSTRACT OF THE UNITED STATES 1960. Bureau of the Census, U. S. Department of Commerce, 1960. xii, 1040 pp. \$3.50. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

Taxation and Finance

COMPARATIVE TAX, WATER AND SEWER COSTS FOR PHILADELPHIA AND 81 OTHER MUNICIPALITIES IN PENNSYLVANIA, NEW JERSEY, DELAWARE AND MARYLAND (Generally Within a Radius of Seventy-Five Miles of Philadelphia). Pennsylvania Economy League (Eastern Division) in association with the Bureau of Municipal Research, Liberty Trust Building, Philadelphia 7, September 1960. 71 pp. Tables. \$5.00.

THE QUESTION OF GOVERNMENT SPENDING. Public Needs and Private Wants. By Francis M. Bator. Harper & Brothers, 49 East 33rd Street, New York 16, 1960. xvi, 167 pp. \$3.75.

THE WEST VIRGINIA GROSS SALES TAX. By Vance Quentin Alvis. Bureau of Business Research, West Virginia University, Morgantown, June 1960. 99 pp.

Urban Redevelopment

URBAN REHABILITATION 1959-1960. A Program of Action to Eliminate Columbia's Slums. Department of Urban Rehabilitation, City Hall, Columbia, South Carolina, 1960. 15 pp. Illus.

TAXATION AND FINANCE

(Continued from page 565)

Alabama's Governor John Patterson has ordered all schools and charitable institutions to purchase through the state. The state's finance director estimates joint purchasing will save \$2 to \$3 million annually.

Permissive legislation has been passed in Vermont which will allow the state purchaser to procure goods for local governments that request it.

Recent studies in Pennsylvania have shown that 350 local governments did some type of cooperative buying with other governmental units.

Twelve cities in Broward County, Florida, have joined in bids on automobiles, trucks, gasoline and other automotive supplies. Plans are being made for Dade County municipalities to cooperate with communities in neighboring Broward County on future procurements.

Nationwide, the International City Managers' Association reports there are 106 cities involved in joint purchasing agreements with other units of government.

1960 Conference Theme

(Continued from page 525)

Commission on Intergovernmental Relations (Kestnbaum Commission). Brooks Hays, who also served on that commission, formerly congressman from Arkansas and now a director of the Tennessee Valley Authority, has worked for more effective relationships between state and federal governments.

Frank Bane, for many years executive director of the Council of State Governments, has been designated by the president as the chairman of the new permanent Advisory Commission on Intergovernmental Relations. James K. Pollock of the University of Michigan is vice chairman and Edwin D. Michaelian, county executive of Westchester County, New York, is a member of that commission.

Senator Alan Bible of Nevada, as chairman of the Joint Congressional Committee on Washington Metropolitan Problems, has been a leader in developing a program involving action by states, localities and federal agencies to meet the needs of the national capital and its environs. He too served on the Kestnbaum Commission.

As mayor of New Orleans since 1947, de Lesseps S. Morrison has focused attention on the need to develop solutions of problems involving both downtown decay and the urban growth spilling well beyond municipal boundaries.

Luther H. Gulick, president of the Institute of Public Administration, is a leading authority on metropolitan areas and has directed numerous programs concerned with their solution at all levels of government.

The complete roster of general session speakers (see the October REVIEW) includes other prominent persons who are making important contributions in a wide variety of fields and in both of-

ficial and unofficial capacities to the operations of democratic government.

Discussions in the Conference general sessions and workshops will provide opportunities for the exchange of divergent points of view on many fundamental questions and the development of new insights based on the experiences of participants from all parts of the country.

22 Finalist Cities

(Continued from page 526)

tive Citizens Organization; James Mussatti, general manager, California State Chamber of Commerce, and president, American Chamber of Commerce Executives Association; Vernon C. Myers, publisher, *Look Magazine*; Martin C. Tate, president-elect, Department of Elementary School Principals, National Education Association;

Mrs. William C. Wade, president, Arizona Federation of Women's Clubs; Arnold S. Zander, international president, American Federation of State, County and Municipal Employees; and Mrs. Robert L. Zurbach, former president, California League of Women Voters.

This year's finalist cities are located in eighteen different states, from Massachusetts to California, Florida to Washington, and represent the major geographic regions of the country. Some of the significant local achievements for which the communities were chosen were: governmental reform, urban renewal, general economic and social development, planning for and procuring needed open spaces and parks, and active leadership in multi-level inter-governmental cooperation.

The names of the winners will be announced early next year by the National Municipal League and *Look Magazine*, co-sponsors of the competition.

There Is Still Time to Make Reservations for Phoenix Conference Events.

In case you have not sent in reservations and have mislaid the reservation forms sent with the Conference announcement, tear out the form printed below, mark and mail it to ARIZONA COMMITTEE, NATIONAL MUNICIPAL LEAGUE, 1515 East Osborn Road, Phoenix, Arizona.

66TH NATIONAL CONFERENCE ON GOVERNMENT November 13-16, 1960

Conference registration fee (\$2.00) — If paid in advance \$ 1.00 _____

Sunday, November 13. Tour of Valley of the Sun, chuck wagon dinner
at Bud's Barn and western dancing and music 7.00 _____

Tuesday, November 15. An evening at fabulous Mountain Shadows
Resort in Paradise Valley. Cocktails, dinner, Spanish and Indian
dances, Mariachi orchestra and entertainment, dancing to midnight
and transportation all included. 10.00 _____

Enclosing check for \$ _____

RESERVATIONS—HOTEL WESTWARD HO

Single or double room? _____ Arrive Nov. _____ Depart Nov. _____

POST CONFERENCE TOURS

*Wednesday afternoon and Thursday, November 16 and 17, Grand
Canyon and Oak Creek Canyon tour (includes travel, guides
and lodging) \$21.60 _____

*Thursday, November 17, Apache Trail tour (includes travel and guide) 11.00 _____

*Thursday, November 17, Nogales, Mexico, tour (includes travel
and guide) 8.80 _____

* In case less than 30 reservations are made for any tour, fare subject
to slight increase. Make tour reservations in advance. Pay for
tour tickets at Conference.

Luncheon tickets will be sold at Conference registration desk.

Name _____ Address _____

A Guide for Charter Commissions

Revised Edition

Prepared by a National Municipal League committee of authorities, this pamphlet meets a long felt need for a pattern of action to increase the effectiveness of charter drafters.

A Guide for Charter Commissions outlines the problem clearly, sets forth the basic needs and specific steps which should be taken, warns against common mistakes and pitfalls and lists helpful materials and sources.

It is used by virtually all charter commissions. It is an essential companion to the *Model City Charter*.

Typical comment from a city of 200,000: "Your document is most helpful to a bewildered charter commission member."

1960, 48 pages, \$1.00

National Municipal League

47 East 68th Street

New York 21

One Man . . . One Vote

The Truth Is Out

University institutes of government and other local authorities from 50 states have supplied parallel facts, figures and appraisals of the condition and effects on the democratic process of their distributions of legislative and congressional seats as compared with the principle of majority rule and equality of representation. (This is a background research document, not an official League publication.)

Compendium on Legislative Apportionment

150 pp. mimeo. \$3.00

NATIONAL MUNICIPAL LEAGUE

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**NEW
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2. SALIENT ISSUES OF CONSTITUTIONAL REVISION
3. THE FUTURE ROLE OF THE STATES
4. A MANUAL FOR STATE CONSTITUTIONAL CONVENTIONS
5. HOW TO STUDY A STATE CONSTITUTION

(The above will be issued various dates, February to May, 1961.)

SERIES II

(Now Available)

1. STATE CONSTITUTIONS: THE SHAPE OF THE DOCUMENT
by Robert B. Dishman, \$1.50
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by Gordon E. Baker, \$2.00
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